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Community Redevelopment Studies

WESTERN ADDITION DISTRICT

An Exploration of the Possibilities of Replanning and Rebuilding one of San Francisco's Largest Blighted Districts under the California Community Redevelopment Act of 1945

By Mel Scott, Consultant

This report prepared under the general direction of T. J. Kent, Jr., Director of Planning, with the advice of Ladislas Segoe, Principal Planning Consultant, and with the assistance of the Staff of the City Planning Commission

November 26, 1947

San Francisco City Planning Commission

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CITY AND COUNTY OF SAN FRANCISCO

CITY PLANNING COMMISSION

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100 Larkin Street, Civic Center
San Francisco 2, California

File No.:

December 4, 1947 D 191

Letter of Transmittal

The Honorable
The Board of Supervisors
235 City Hall, San Francisco

Gentlemen:

Attached herewith you will find the report on urban redevelopment in the Western Addition District of San Francisco which has been prepared in accordance with your request contained in Resolution No. 6193 passed in the spring of this year. On pages 1 and 2 of the report there is presented a summary of the six recommendations which the City Planning Commission is placing before you for your consideration.

During the six months in which the Commission has been engaged in this urban redevelopment study, we have been fortunate in having the advice and counsel of a representative group of San Franciscans who have served as an informal technical advisory committee and have met regularly with Commissioner Morgan A. Gunst who was designated by the Commission to work with the committee. The Commission appreciates the time and effort that the committee members have given their city. The nine members of the committee are Harry B. Allen, E. N. Ayer, Jefferson Beaver, John Cahill, Morse Erskine, John L. Hogg, Leland M. Kaiser, William G. Merchant, and Harold E. Winey.

The City Planning Commission is fully aware that, owing to the extremely high cost of construction and inflated site costs, combined with the extreme shortage of housing, any redevelopment program would be unusually difficult, if not impracticable, to undertake at the present moment. The Commission has been impressed by the complexity of the problems that must be solved, and the many preparatory steps that must be dealt with before actual redevelopment projects can

DECEMBER 4, 1947

Labour at Transport(s)

The Transport
The Board of Governors
The City Hall, San Francisco

Gentlemen:

Attached herewith, you will find the report on Local Administration of the Seaboard Building Trades of San Francisco which has been prepared in accordance with your request received by Brothers so, and Brothers in the Spring of this year. In order I and I of the report there is presented a summary of the six recommendations which the City planning Commission is placing before you for your consideration.

During the six months it takes the Commission has been engaged in this local redevelopment study, we have been fortunate in having the advice and counsel of a representative group of the Brothers who have served in an informal, unofficial advisory capacity and have maintained with Commissioner Thomas A. Hunt and the Commission an the Commission to work with the committee. The Commission appreciates the time and effort that the committee members have given their work. The view expressed in the report are those of Brothers A. Allen, A. L. Alvarez, Jerome Lerner, John Smith, Harry Bridges, John D. Hogg, Lionel F. Baker, William G. Kerrigan, and Thomas H. Flynn.

The City Planning Commission is fully aware that, owing to the extremely high cost of construction and financing this work, coupled with the economic uncertain of future, and uncertainness, business and economic difficulty, if not insurmountable, to undertake the present program. The Commission has been informed by the President of the Building and Trades Council, and the Long Shoremen, which have been in direct view before Local redevelopment planning can be [illegible]

be initiated in San Francisco. A sincere attempt has been made, nevertheless, to explore all the problems that are involved. Prompt action by your Board on the six recommendations submitted in this report is urged as it is the first and absolutely essential initial step in activating any urban redevelopment program in San Francisco. No city in the United States needs urban redevelopment more urgently than San Francisco, and no city stands to gain more by it.

The Commission wishes to express publicly its appreciation for the wholehearted cooperation given its staff by other departments of city government as well as by private agencies. Full acknowledgment of those who have assisted in the preparation of this report is given in the last section.

Respectfully submitted,

Michel D. Weill

Michel D. Weill, President

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SUMMARY OF RECOMMENDATIONS

At the request of the Board of Supervisors (Resolution No. 6193) the City Planning Commission has made an intensive and detailed study of the possibility of urban redevelopment in San Francisco. As a result of this study, it is clear that the City and County of San Francisco, in the interest of all of its citizens, should take positive steps now to make urban redevelopment a reality.

The City Planning Commission therefore recommends:

1. Designate Area. That the Board of Supervisors, after study of the report submitted herewith, take steps to designate the Western Addition District* officially as a "redevelopment area" under the terms of the California Community Redevelopment Act (page 59);

2. Establish Agency. That the Board of Supervisors establish and provide funds for a San Francisco Redevelopment Agency; the agency should make detailed studies of, and seek to interest private groups in submitting an economically feasible proposal based on, the tentative plan for the "project area" defined in this report (page 60); the "project area" should not be designated by the Board until the new agency has been established (page 60);

3. Action By Congress. That the Board of Supervisors recognize the necessity for Congress;

a. To establish by legislation a national urban redevelopment policy during the second session of the 80th Congress to be held in spring, 1948, (page 61);

b. To appropriate funds for urban redevelopment, and authorize yield insurance for rental housing for families of moderate income, in order to make possible the rebuilding of blighted urban areas (page 67);

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* The District as defined in this report is bounded roughly by the following streets: Van Ness, California, Presidio, Masonic, Haight, Duboce, and Market. The exact boundaries of the proposed "redevelopment area" are shown on Plate 3.

c. To expand the federal low-rent housing program (page 65); and

d. To amend existing legislation to defer demolition of temporary war housing units in San Francisco so that they may be used in connection with redevelopment;

4. State Action. That the Board of Supervisors recognize the urgency for the State legislature to establish a permanent State Redevelopment Agency adequately provided with funds to assist cities in redeveloping blighted areas (page 62);

5. Provide Low-Rent Housing. That every assistance be given to the San Francisco Housing Commission to enable expansion of its low-rent housing program to make possible the relocation of low-income families living in the proposed"project area" (page 65);

6. Appoint Interim Citizens' Committee. That the Board of Supervisors request the Mayor, by resolution, to appoint an Interim Citizens' Committee on Urban Redevelopment for the purpose of gaining public support for the program presented in this report prior to the time the new San Francisco Redevelopment Agency is established (page 62);

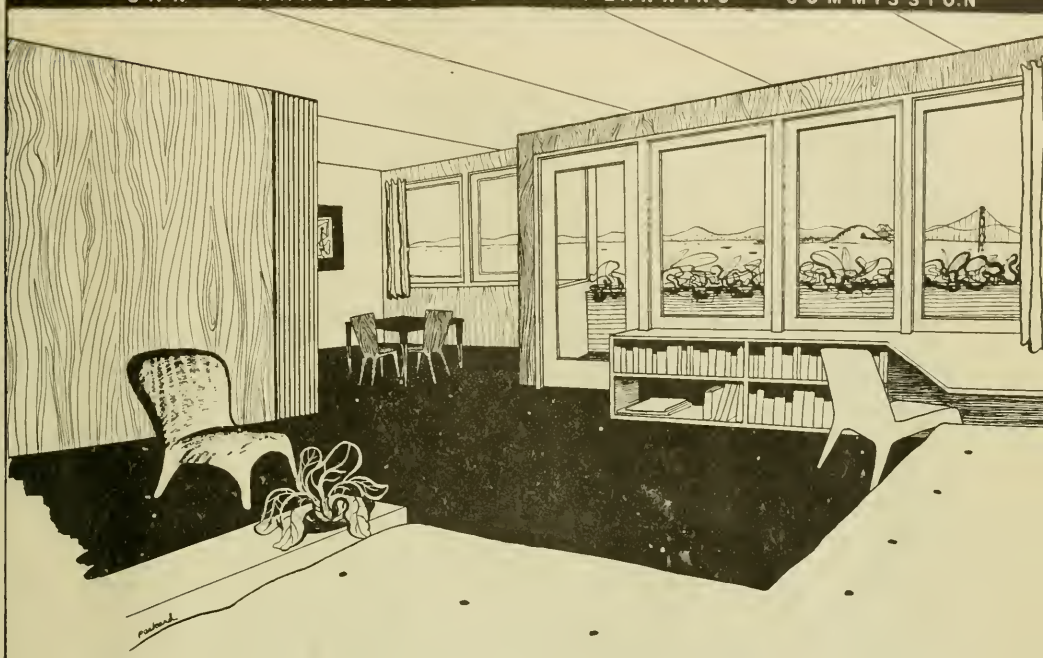
In addition to the specific recommendations presented above, general policy recommendations concerning financing, relocation, and other matters are presented in Section VI of the report.

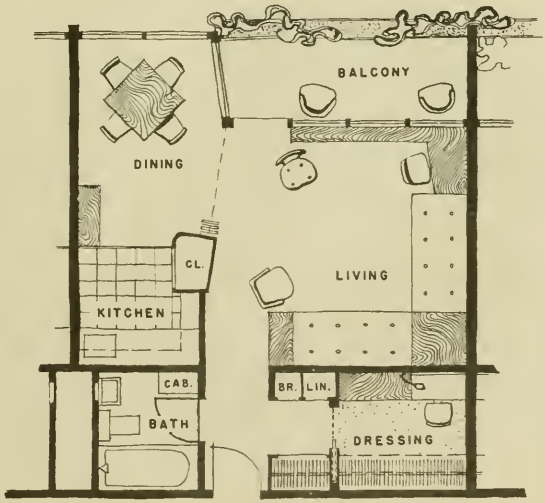
COMMUNITY REDEVELOPMENT STUDY
AREA "A" WESTERN ADDITION DISTRICT

PROPOSED TWO-ROOM APARTMENT*

FOR BUILDING TYPE "C"

SAN FRANCISCO CITY PLANNING COMMISSION





FLOOR PLAN

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SCALE IN FEET

*FOR INFORMATION ON LOCATION OF THIS BUILDING TYPE, SEE PLATE 5

FOREWORD

San Francisco is not an old city. Many men and women living today can remember when sections just beyond what is now the central business district were wildernesses through which only an occasional horseman rode. Yet today some of these once rural tracts are wide stretches of urban blight, breeding grounds for crime and delinquency, cancerous growths that threaten the vitality of the city.

Most frequently mentioned of these crowded and decaying areas is the Western Addition District, which Josiah Royce in 1886 described as having "very many beautiful features" and as being a region of "fine dwelling houses". Time has not robbed the area of its sunny climate; the summer fog, as it always has, comes to rest before reaching the valley that runs diagonally through the district. From the hills the views are as broad and sweeping as ever, though man from decade to decade has altered the features of the city that he has spread over the terrain. Indeed, he has altered it much for the worse in some areas, and the once comfortable houses of the Western Addition, especially, have for the most part grown obsolete, shabby, and unhealthful. Two-fifths of the dwelling units in the district have been created by converting spacious homes into small apartments and housekeeping rooms, some of which lack even essential bathing and toilet facilities.

The City Must Renew Itself

Many San Franciscans recognize that the time is more than ripe for a planned attack on the problem of blight. A living city must renew itself just as the human body continuously renews itself, replacing old cells with new ones. In the Western Addition District the people of San Francisco can begin remaking the city, can literally clear away the mistakes of the past and build better than they ever built before, guided by foresight.

This is the area which the elected representatives of the citizens, the members of the Board of Supervisors, have indicated they wish to see re-created first under the Community Redevelopment Act of 1945. The study described in this report was undertaken at the request of the Board, which asked the City Planning Commission to prepare a tentative general plan for the entire district, together with a tentative more specific plan for a first project area.

General Plan for the Western Addition District

The general plan divides the district into neighborhoods. Each of these can be designated a project area or can be divided into two or more related project areas. Together the various neighborhoods form logical and harmonious parts of a community area of approximately 75,000 population. The general plan for the district conforms to the Master Plan studies for the city as a whole.

When it officially declares the Western Addition District the first redevelopment area and thereafter designates various project areas for rebuilding by private groups, the Board can be assured that redevelopment is proceeding according to an overall scheme, not haphazardly and in piecemeal fashion.

Moreover, as proposals for new projects are made, the City Planning Commission and the Board will have in this report definite standards as to population per acre and specific criteria for site development to serve as a guide in appraising plans submitted. Thus, the people ultimately to be accommodated in the redevelopment area will be guaranteed adequate living quarters, recreation space, light and air, shopping facilities, and community services.

Community Redevelopment Act Explored

The principal aim of the Board of Supervisors in requesting this study was to have explored fully the possibilities for action under the State Community Redevelopment Act. What can be done under the Act is made clear as a result of this study, though court tests of the legislation probably will be required to determine some points. Need for additional legislation, Federal as well as State and local, has been discovered. Set forth herein are steps required to obtain these additional legal and financial instruments.

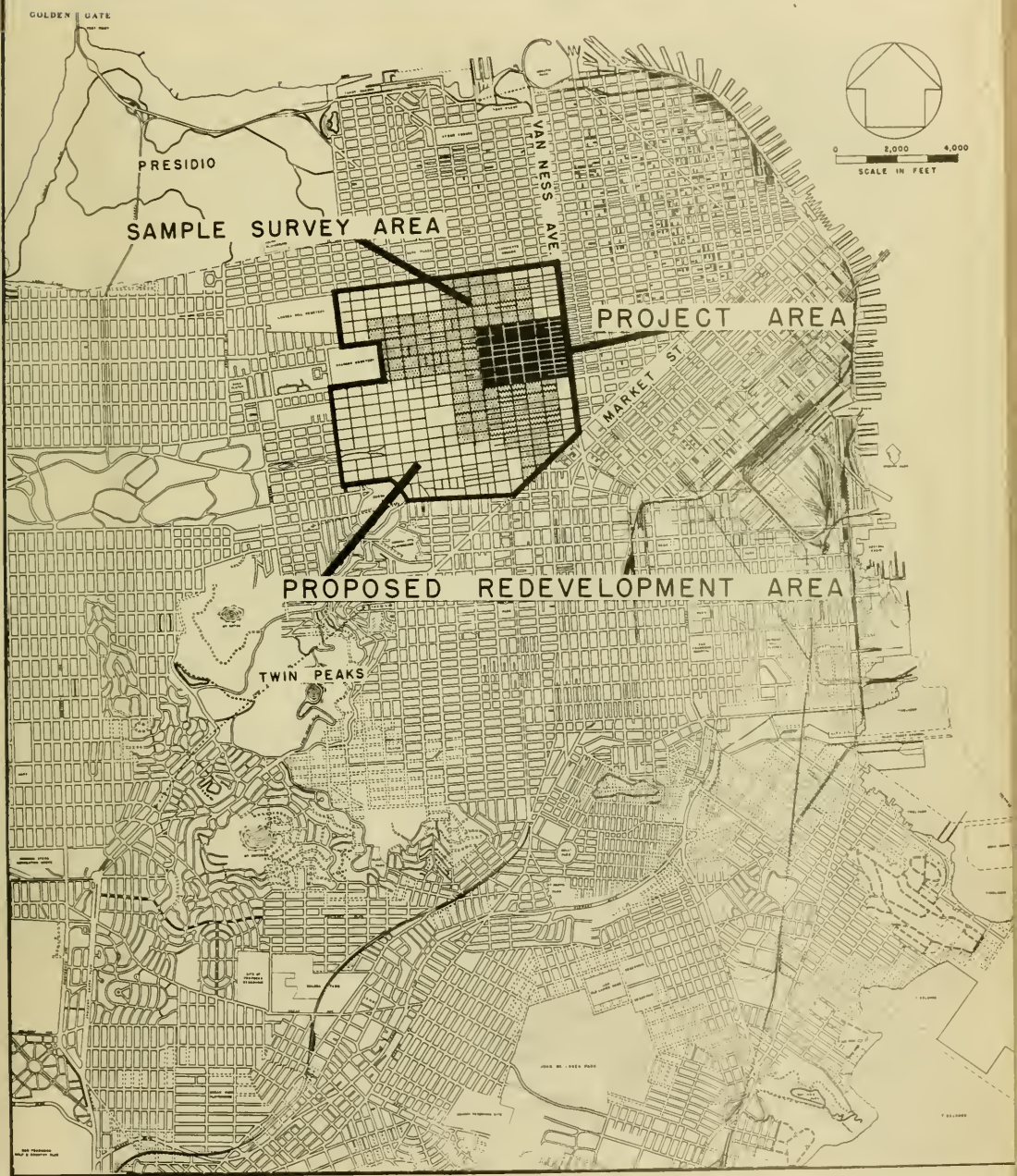
Most important of all, this report seeks to interest private enterprise in investing in the rebuilding of San Francisco's older areas. Although public housing for low-income groups has an important place in urban redevelopment, upon private groups rests the responsibility for constructing most of the buildings that will replace the outmoded and ill-planned structures in the Western Addition and other blighted districts. Never before have San Franciscans depended so much upon private initiative to improve their environment; never before has private enterprise had such magnificent opportunities to serve the people while assuring itself reasonable, return on long-term investments.

COMMUNITY REDEVELOPMENT STUDY

AREA "A" WESTERN ADDITION DISTRICT

GENERAL LOCATION MAP

SAN FRANCISCO CITY PLANNING COMMISSION



PROPOSED REDEVELOPMENT AREA: BOUNDED ROUGHLY BY VAN NESS, CALIFORNIA, PRESIDIO, MASONIC, HAIGHT, DUBOCE, AND MARKET STS

PROPOSED PROJECT AREA: BOUNDED BY GEARY, VAN NESS, MCALLISTER, AND WEBSTER STS.

SAMPLE SURVEY AREA: FOR EXPLANATION OF POPULATION AND HOUSING SURVEY SEE SECTION I AND 3.

I. THE WESTERN ADDITION YESTERDAY AND TODAY

From the dome of the San Francisco City Hall the entire Western Addition district is visible. It extends west about a mile and a half to Masonic and Presidio Avenues, penetrated at one place by the Anza Vista tract, once Calvary Cemetery. On the north it is bounded by California Street, on the east by Van Ness Avenue, and on the South by Market Street, Duboce Avenue, and Haight Street. In all, it embraces 280 blocks or approximately two and a quarter square miles.

Here live approximately 86,000 persons, two or three thousand more than live in 12 square miles in the City of San Jose.

An uncompromising gridiron pattern of streets divides the district into rectangles that would be monotonous except for the fact that some of them are tilted and bent by hills. Here and there the green of small parks breaks through the encrustation of houses, apartments, and institutional structures, and gives a hint of what the area was and what it could be in the future.

From the west cool winds blow over the district ten months of the year, rising to a velocity of 20 miles per hour or more about 4 o'clock in the afternoon during summer. In December and January the wind is from the north, though milder than the west winds of summer. Residents of the area speak of its sunny climate and contend that it is one of the best living areas in San Francisco.

Decline of the District After the Fire in 1906

With the exception of approximately 20 blocks directly west of Van Ness Avenue from about Market Street to Golden Gate Avenue, the district escaped the great fire of 1906. While some of the houses in the area were then fairly new, many had been built in the late '60's and early '70's, especially in the Hayes Valley. When families who had been burned out by the fire crowded into the district in search of temporary shelter, numerous property owners converted their dwellings into boarding houses, rooming houses, and small apartments. This attempt to meet the emergency marked the beginning of the decline of the district. Although hundreds of new buildings were erected in the Western Addition during the next two decades and even as late as 1929, the greater part of it rapidly deteriorated into a low-rent, sub-standard area. Between 1915 and 1943 assessed valuations on land alone dropped an average of 50 per cent in many residential blocks in the district, records of the Assessor's office show.

For a short time following the fire Fillmore Street became the center of business activity in the city. Van Ness Avenue, lined with the temporary headquarters of exclusive shops, became the fashionable shopping district. After about three years, however, reconstruction of the downtown area was well along and leading businesses shifted from Fillmore Street. Its theatres and night clubs degenerated into cheap vaudeville houses and dance halls. Older residents moved from the district to newer sections. Immigrants from Germany, Russia, and other European countries established themselves in the district, began operating the Fillmore Street stores. About 1909, some Japanese formed a colony in the area; and during the same year some Negro families settled on Webster and Buchanan Streets. Ever since then the district has been a mixture of races and nationalities.

During World War II the Negro population of the area increased so rapidly that many persons now refer to it as a colored district, although the sample survey made jointly by the City Planning Commission and the San Francisco Housing Commission in July, 1947, disclosed that only about 26 per cent of the population is Negro. Two-thirds of the population in the district are of the white race. Japanese constitute 4 per cent of the district population, Chinese and others 5 per cent.

Mixed Pattern of Land Use In the District

In common with other blighted areas, the Western Addition is characterized by a mixed pattern of land use - auto repair shops next to residences, large commercial laundries across the street from once pleasant homes, rows of hole-in-the-wall cafes, record shops, barber shops, beauty parlors, cleaning and pressing establishments built onto the fronts of three-story houses that were long ago divided into "rooms for light housekeeping," garages and bakeries next to schools, warehouses in the midst of small stores, block-long frontages of junk shops opposite wholesale grocery establishments and bottling works, evangelistic churches in decrepit stores, plumbing shops and novelty manufacturing enterprises in the basements of old residences and apartment buildings. This indiscriminate mixture of commercial, industrial, residential, and institutional uses was prevalent in the district years before the first zoning ordinance was enacted in 1921. Inadequacies of this ordinance served merely to make a bad situation worse. Although the district is primarily a residential area, only about one-tenth of all the blocks is entirely free of commercial or industrial establishments.

At one time the Western Addition was almost exclusively a district of single-family homes. Today only 95.1 acres out of 427.5 devoted to residential use are occupied by single-family structures. Multiple dwellings with five or more units cover 146 acres, three and four-family structures 73.8 acres, and two-family structures 112.6 acres. The larger apartments are in the blocks between Van Ness Avenue and Gough Street, along California Street, around Alamo Square, in the blocks bordering Fillmore Street, and in the vicinity of the State College campus. Few are taller than six stories. The majority of the structures with 30 or more units date from the 1920's. Some appear to have been built with surprising disregard for surrounding structures that were rundown and unsightly even at that time.

High Land Coverage and Fire Hazards

For the most part, lots in the Western Addition are long and narrow - 25 ft. by 137.5 feet. The houses stand close to the street, touching one another, forming an almost solid wall around the center of the block. Through the decades rear dwellings, sheds, all kinds of odd structures have filled the backyards in many blocks, increasing the land coverage to 75 or 80 per cent. Piles of junk, old lumber, rubbish, and filth create fire hazards, offer breeding places for rats. A serious blaze, getting out of hand in a high wind, might start a conflagration that would sweep the district like a prairie fire, perhaps taking a toll of lives as great as that of the fire of 1906.

The most undesirable living conditions are found in blocks divided by alleys. In the southern part of the district, especially, there are many such blocks, thickly covered with buildings. At first only the street frontages were built up. In time the alleys were lined with dwellings, leaving but a few feet between the original structures and those added later at the rear. Today children in many blocks have no place to play except the narrow, sunless alleys.

The Western Addition is a museum of architectural styles, from the simple, unpretentious houses of the 1870's through the gingerbread aberrations of the '90's, the dull creations of the early part of this century, and the pseudo-Spanish of the 1920's to occasional "modernistic" facades. The Victorian false front and the bay window are much in evidence.

Unfit and Unsafe Dwelling Units

Behind these varied exteriors building inspectors and public health nurses find thousands of substandard units, overcrowded, improperly heated, without cooking, toilet, and bathing facilities for exclusive use of the occupants, poorly lighted and ventilated, lacking safe egress in the event of a fire, dirty and in disrepair. The Real Property Survey of 1939 revealed that the district had 35 blocks in which more than half of the dwelling units were in need of major repairs or were unfit for use, and 48 in which from 30 to 50 per cent of units were substandard. The 1940 Census recorded that of all the places for people to live in the Western Addition, 12,408, or one-third, were in need of repair or had no private bath.

The City Planning Commission's own sample survey of about three-fourths of the district (population in survey area: 50,000) disclosed that only about 56 per cent of the dwelling units have exclusive use of toilet, bathing, and installed cooking facilities. Occupants of more than two-fifths of the units must avail themselves of toilet facilities used by other families as well. About the same proportion must share bathing facilities. Approximately 16 per cent of dwelling units lack all three essential facilities for exclusive use of the unit's occupants.

The proportion of substandard units in the Western Addition is not so great as to characterize the entire district as a slum. The word "slum" usually applies to an area in which the overwhelming majority of units is well below standard. Although there are parts of the Western Addition that merit this appelation the district is, properly speaking, a blighted area rather than a slum. So saying does not, however, minimize its problems. The mixture of uses, the crowding together of buildings, the lack of play space for children, and the old-fashioned street pattern with its hazardous intersections doom the area to further decline, so that it is only a matter of time until most of it does become a slum. Strict enforcement of health and safety codes might bring some unhealthful and dangerous units up to standard, but no amount of enforcement can change the blighted character of the neighborhoods in the Western Addition. Nothing short of a clean sweep and a new start can make the district a genuinely good place in which to live.

Obsolete Commercial and Industrial Structures

Few of the commercial structures in the Western Addition are of recent date. About half of those along Fillmore Street are in sufficiently good condition to be continued in use for some time, provided certain repairs and modernizations are made. Most of those on Divisadero Street, McAllister Street, Haight Street, Hayes Street, and Geary Street, the other commercial streets in the district, would be scrapped in any extensive redevelopment program. Numerous corner grocery stores, restaurants, and miscellaneous shops throughout the area would share the fate of the obsolete structures in which they are located.

An analysis of industrial uses in the Western Addition reveals that most industries in the area are located in converted buildings that are out-of-date and in a bad state of repair. Only 24 industrial establishments out of 99 in the area bounded by Van Ness Avenue, Market Street, Duboce Avenue, Fillmore Street and Turk Street are in buildings that would be worthy of consideration for long-term use. These buildings are scattered over a wide area and do not form a group that bears any functional relation to the district or to the central portion of the city. All raw materials required by industries in the district must be hauled in by truck since no railroad spurs serve the area. Trucking operations congest the streets, are a hazard to passenger vehicular traffic and to children. Residents complain of the noise made by the trucks.

Large Number of Institutions

A notable feature of the Western Addition is the large number of institutional structures it contains, particularly churches. For the most part substantial and attractive, these religious edifices were erected in this area when it was one of the good residential sections. They continue to serve residents in the area but also attract members from many parts of the city. A branch of the YMCA, the Booker T. Washington Center, several lodge buildings, the Family and Children's Agency, the building of the Native Daughters of the Golden West, and several hospitals are among the other institutional structure in the area. They are scattered throughout the district rather than being concentrated in one part.

The High Cost of Crime and Disease

Despite the efforts of the churches, neighborhood centers, schools, and various social service organizations

in the Western Addition, crime and delinquency flourish there. A recent study by the San Francisco Planning and Housing Association of Police Department records in two census tracts in the Geary-Fillmore area revealed that there were 3,470 arrests per 10,000 persons last year, compared with 838 per 10,000 in the city as a whole.* These two tracts have a population of approximately 13,750. The actual number of arrests in the two in 1946 was 4,771. Four out of every hundred children in the two tracts were delinquency cases.

Per capita costs for police service were $23.28 1946 in the Geary-Fillmore area, compared with 26 cents in the Marina district, a "good" area of similar size, the Association's study showed.

Contributing to the transgressions of the heterogeneous population in the Western Addition are 71 bars, 45 liquor stores, numerous smoke shops and magazine stands suspected of being gambling joints and bookie outfits in disguise, "hotels"that accommodate members of the"world's oldest profession," pool halls, questionable social clubs, and pinball parlors. What they offer is not drink or a hot tip on the races or vice or rowdy sociability so much as it is temporary escape from the drabness and misery of life in cramped, unsanitary quarters.

Health records for the district are as depressing as the police records. Of the expectant mothers who come under the care of the City Health Department in the Western Addition, 18 per cent are infected with a venereal disease, 20 per cent are unmarried, and 28 per cent either are divorced or separated from their husbands.

The Health Department reports that there are 726 families in the Western Addition in which there is either an active case of tuberculosis or a close contact with the disease. For many years the area has been among the three or four with the highest tuberculosis rate. In 1946 it had one-fifth of all the tuberculosis cases in the city. Overcrowding and bad housing play a large part in spreading the disease.

Humble Employment and Low Income

Poverty, which obliges some families of six to live in a single room, is common in the area. On the basis

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*Blight, and Taxes, San Francisco Planning and Housing Ass'n, November, 1947.

of the sample survey, it is estimated that in these days of inflation 17 per cent of the households in the Western Addition have a gross monthly income of $100 or less. More than a third are definitely in the low-income group, with estimated annual income of less that $2100. Two-thirds of the single persons in the district are in this group.

Just above the low-income group is another 27 per cent with monthly income between $175 and $250 - the present-day salary range for secretarial positions. Whole families attempt to live on incomes that many single persons find merely adequate.

The Western Addition, however, has its share of families who receive fairly good income. Twenty-five per cent of those surveyed reported incomes between $250 and $400 a month; thirteen per cent said they receive more than $400 a month. Among households of five or more persons, 23 per cent enjoy monthly incomes of $500 or more.

The relatively large proportion of low incomes in the area reflects the distribution of occupations of the residents. Of persons employed, the largest group is service workers - 24 per cent, about twice the proportion in the San Francisco-Oakland metropolitan district as a whole. More than one-fifth of the employed group in the sample survey area are clerical, sales, and kindred workers. Seventeen per cent are semi-skilled workers, 12 per cent laborers and unskilled workers. Only a tenth are skilled workers. The proportion (13 per cent) of proprietors, managers, professional and semi-professional workers in the area is about half as large as in the metropolitan district as a whole.

Small-Scale Enterprise, Keen Competition

Establishments in the district provide employment for approximately 7,500 persons. Many of these places are one-man outfits --- a corner grocery store, a lunch counter, a cubicle of a barber shop, a soft drink stand, a tailor shop. The proprietors put in long hours and get a minimum of return for their work. Such marginal enterprises mark the depressed district, where customers, too, live from hand to mouth. There are larger stores, some employing 20 or 30 clerks, but they are unusual in the Western Addition, which is mainly an area of small-scale enterprise.

Competition in the district is keen. In the State as a whole there is one grocery store for every 520 persons, but in the Western Addition there is one for every 380 persons. In the State there is one drug store for every 2500 persons, in the Western Addition one for every 2100 persons. Since each establishment depends on fewer customers than usual for its trade, the profit is smaller, the service to the customer probably inferior by present-day standards. Certainly, the merchandizing pattern in the district is that of an earlier and less demanding age.

An unmistakable indication of the character of the district is the large number of second-hand stores and junk shops it contains. Their dusty confusion symbolizes the area. Amid the cast-off paraphernalia from thousands of households one finds an occasional "antique," some bit of craftsmanship that will give pleasure for a long time, but all the rest speaks of a disenchanted yesterday and is as outmoded as the hand-me-down dwellings in the surrounding blocks. It is time to begin sorting out the good buildings among all the old and battered structures in the Western Addition and to place them in a new setting, orderly and protected by desirable standards from ever becoming overcrowded, squalid, dispiriting.

II. STANDARDS FOR REDEVELOPMENT

The Environmental Goal

The goal of urban redevelopment is the same as that of city planning in general: to provide the best possible environment for the activities essential to daily living, including work, play, study, the rearing of children, and movement within the urban scene.

Redevelopment may be concerned only with the replanning of a blighted commercial or industrial area, or it may involve reorganization and large-scale reconstruction of a district in which the full range of human activities is carried on. Regardless of whether the redevelopment program is limited or broad in scope, the principles of good planning apply, and the objectives are identical -- to facilitate human endeavor, to free men from confusion, worry, and danger, to release the individual's full energies for the performance of his daily tasks and to heighten his enjoyment of living.

Urban redevelopment, contemplating the reshaping of districts that have grown without plan, generally stresses the rebuilding of residential areas, although the problems of blighted commercial and industrial areas are not to be minimized. America moves toward the conviction that every child is entitled to a good home, just as he is to a good education. Local government, through city planning, can act in concert with private enterprise to achieve this democratic ideal. San Francisco, hard pressed by the spread of blight, stands to gain greatly from a redevelopment program that will make its neighborhoods permanently attractive to its people and insure the devotion of generations of citizens to the upbuilding of the city.

The Community Concept

Since urban redevelopment must be accomplished within the framework of an overall city plan, it must reflect the basic concepts that shape the larger plan. The future growth and development of San Francisco are being guided by the concept of the city as a group of related community areas, each with a population of from 50,000 to 80,000 and all served by a unified governmental system, a central business district, and a coordinated transportation and transit system.

The community area is delimited by major geographical features, such as hills, wooded slopes, and bodies of water, and by such man-made barriers as large parks and motorways.

If the community area has a population which includes largely families with growing children, it may be served by its own high school. In a city like San Francisco, which has some districts with a small percentage of youths, a high school near the boundary of one community area might reasonably be expected to serve young people from an adjoining community area.

A community center including both shopping facilities and cultural and recreational facilities serves as the focus of citizen activities within the community area. The shops offer a wide variety of goods and services, though not so extensive a variety as in the central business district. If the community area requires its own high school, this institution properly becomes a part of the center, so that its auditorium, gymnasium, and other facilities may be used by the population for civic, educational, and recreational activities outside of regular school hours. A community area lacking a high school may incorporate a junior high school in its center and use it in the same way that another community area would use a high school.

The community area is composed of several neighborhoods, the residents of which identify themselves with the community as a distinct section, with traditions, loyalties, and activities peculiarly its own. Participation in the affairs of the community should equip the responsible citizen to contribute to the solution of problems affecting the city as a whole.

The Neighborhood

The neighborhood is the fundamental unit in the community. It may vary in size from 100 to 125 acres to 320 acres or more. It may contain a population of 5,000 or as many as 10,000. In a close-in urban district, such as the Western Addition and other blighted areas, it may or may not have an elementary school, depending upon the composition of the population. Primarily it is an area organized to meet the needs of the particular people who live in it.

The neighborhood usually is defined by boundary streets that serve other neighborhoods as well. Within the neighborhood, streets are designed to discourage through traffic, so that maximum safety may be provided, especially for children and old people.

Conveniently located shopping facilities, parklike spaces for rest and relaxation, indoor facilities for group leisure-time activities are essential. If the neighborhood is planned for a large number of families with children, it should have a school. Nursery schools, playlots for small children, and a playground for school-age children should be provided in accordance with the needs of the child population of the area. In neighborhoods with schools, the school yard may serve as a playground. The school may serve as a neighborhood center, or at least supplement such facilities as churches and private clubs. If there is no school, other structures that serve the population as a whole and are very much used may be grouped to form a neighborhood center.

The neighborhood is more than a geographic unit. It can become a social unit -- the most important social unit in a democracy, for it is small enough for busy city dwellers to know intimately and can be sufficiently well-planned to inspire loyalty. In it the sense of "belonging" that has largely been lost in present-day urban society can be recaptured, to the psychological advantage of every individual. In the well planned neighborhood, a sense of civic responsibility has an opportunity to flourish, if flourish it ever can, because in a good neighborhood citizens can come together spontaneously to discuss their common interests and problems.

The creation in San Francisco of integrated neighborhoods is more than an economic necessity. It is a civic necessity, for, in the long run, a city can be no more secure than its citizens are, and citizens who lack a sense of stability in their environment usually manifest instability in their personal behavior and adopt a negative attitude toward local government.

San Francisco has few areas that have the physical organization of neighborhoods. It does, however, have several areas in which the residents acknowledge common ties of place. Wherever these social bonds are to be found, true neighborhoods can be created, for community of feeling ordinarily seeks to express itself in lasting form -- and a well designed neighborhood can be such an expression. Where neighborhood spirit scarcely exists, the creation of a physical pattern that is conducive to the sharing of interests can be depended upon to develop the environmental loyalties now lacking.

Neighborhood Population

The neighborhood population should reflect the functional relationship of the area to the city or region. In general, neighborhoods just beyond the central business district of the city are best suited to serve those who need, for various reasons, to be near the downtown area. Neighborhoods further away, where land is less valuable and can be less intensively used, are more satisfactory for families with children.

The composition of the population in the neighborhood should determine the types of buildings constructed. A close-in neighborhood, attractive to single persons and other adults interested in a minimum of housekeeping responsibilities, probably should offer units of two, three or four rooms in multiple dwellings. It should also offer some dwellings for families with children, but these should be a small proportion of the total. If they cannot be provided in structures of two or three stories, they should be located on the ground floors of tall buildings, so as to afford children direct access to the outdoors.

Neighborhoods some distance from the center of the city tend to include a cross-section of the population, families with children, some single persons, childless couples, and elderly persons. This type of neighborhood should have a variety of dwelling types. Some might be row houses, others might be tall apartments. For elderly persons there might be one-story buildings with protected courts. In this kind of neighborhood a couple could begin married life in a small unit, move to a large one as children increased the size of the family, and later could move again to a small unit as the children grew up, married and established homes of their own. Psychologically, this is the best type of neighborhood for most people, since it affords "mobility" within an area and also preserves the stability that is assured when people have roots in the environment.

Population Density and Building Coverage

The general principle that the best land should have the highest population density should govern in planning for redevelopment. Location, climate, view, and topography are factors which determine relative desirability of areas. In San Francisco it is the concensus that the "best" land is that which affords a view. The finest homes and apartments are on hills and sightly slopes. In the Western Addition the crests and sides of the hills

should be designated high density areas. The valleys, considered less desirable for high density development, should generally be planned for families with children, for schools, recreation areas, community and neighborhood centers, and for commercial areas.

In areas planned for families with children (assumed average size 3.2) there should be approximately 19 dwelling units per net residential acre, while building coverage should be about 30 per cent. With this coverage it would be necessary to have the garage in a basement or half-story under the unit. If the garages were detached, coverage might be as much as 35 per cent. Open space would still be ample for 60 persons per acre.

A building coverage of 30 per cent in areas planned for two-story multiple dwellings would permit 80 persons per acre (family size 3.0) and 27 units to the acre. With garages in the basement, the livable area in each dwelling would be 960 square feet and the amount of open space per person would be 361 square feet.

A project or part of a project planned with a net residential density of 100 persons per acre would require three-story multiple dwellings, 40 units to the acre, if average family size were 2.5 persons. With building coverage of 30 per cent, the gross square footage per family would be 980. This would include corridors, stairs and service areas, but would exclude basement garage and service space.

In areas with a net residential density of 150 persons per acre or more, the problem of maintaining desirable land coverage is complicated by the necessity of providing garage space for at least one-third of the families living in multiple dwellings. Experts who have studied the pattern of automobile ownership in San Francisco have discovered that in central areas approximately one family in three owns an automobile. Since it is not possible to accomodate the requisite number of cars in basement garages, one-story wing garages also will be required in high density areas. The roof space, however, should be utilized as a deck, in order to compensate for loss of ground area. On some sloping sites it should be possible to build garage wings wholly or partly underground and to carry the lawn area directly over the roof.

If average family size were 1.7 persons and net residential density were 150 persons per acre, there would be 88 units per acre. With a coverage of 25 per cent, six-story multiple dwellings would be needed. Allowing space for one garage for every three families, the average gross floor area per dwelling unit would be 744 square feet. Open space (including garage roof deck) surrounding the building would provide 218 square feet for each person.

If net residential density is increased to 200 persons per acre and average family size is assumed to be 1.9 persons, 105 units can be planned at a building coverage of 20 per cent. Building height would be 10 stories, with garages on the ground floor and in the basement for one-third of the families. The entire building would be planned for one-bedroom and efficiency apartments, with a ratio of four efficiency units to every three one-bedroom apartments. Size of the efficiency units would be approximately 420 square feet, that of the one-bedroom units 630 square feet. Open space per person would be 174 square feet.

Eighteen-story buildings would be required for a net residential density of 250 persons per acre if average family size were 2.0 persons. The number of units needed would be 125. In order to provide 150 square feet of open space per person, building coverage would have to be held to 14 per cent. The gross square footage per family would be 880, permitting the building to be divided into one-bedroom and efficiency apartments, with a ratio of four one-bedroom units to every efficiency. Provision of an adequate amount of garage space necessarily would increase the building coverage.

(Data in this section is summarized in the table on the next page)

Redevelopment Standards: Density, Coverage, Open Space

Building Type	Net Residential Density (persons per acre) and Average Size of Household	Number Dwelling Units per Acre	Building Coverage (percent)	Gross Floor Area per Dwelling Unit in Building	Would Provide Open Space per Person in Sq. Ft.
2-story row house	60 (3.2)	19	30	1380 (1)	507
2-story multiple	80 (3.0)	27	30	960 (2)	381
3-story multiple	100 (2.5)	40	30	980 (2)	304
6-story multiple	150 (1.7)	88	25	744 (2)	218
10-Story multiple	200 (1.9)	105	20	830 (2)	174
18-Story multiple	250 (2.0)	125	14	880 (2)	150

(1) Including 200 square feet per dwelling unit for separate garage.
(2) Including corridors, stairs, and service areas, but excluding basement garage and service space.

The Elementary School

A desirable site for an elementary school, most educators and planners agree, is 5 acres. The minimum perhaps would be 4 acres. If the minimum site is all that can be provided, the school building should be designed to make the most efficient use of the site. In no case should the building be more than two stories in height.

The school should be within walking distance of the homes of the children it serves -- one-half mile in single-family neighborhoods and one-quarter mile in densely settled urban areas. In San Francisco most neighborhoods are small in area, so that it is possible for schools to serve all the children in one neighborhood and some of those in another. Ideally, no child should have to cross a major thoroughfare or traverse a commercial district to get to school, but this principle cannot be uniformly applied in the central part of metropolitan areas. Underpasses, or other means, must be provided to enable those children who do have to attend school in an adjacent neighborhood to get safely past traffic arteries.

One and a half acres of a 4-acre site might be occupied by the school building itself, leaving 2-1/2 acres in play area. This 2-1/2 acres, if available for after-school and week-end games, should be considered part of the total recreation space of the neighborhood.

Under a modern school system each neighborhood having a large proportion of families with children should contain a kindergarten for five-year-olds.

When the kindergarten is in a separate building, some 100 to 150 pupils may be accommodated. When kindergarten and elementary schools are combined, a total enrollment of 800 is maximum for a site area of 4 acres.

Nursery schools should be provided for children between the ages of two and a half and four years. Generally, nursery schools, should be located within easy walking distance of all the dwellings designed for families with small children. Small nursery schools can be incorporated into community buildings. Larger ones should be separate.

The normal capacity of these schools is between 30 and 120 children. The American Public Health Association recommends a floor area of 35 square feet per child for indoor activity, plus allowances for toilet facilities, storage, offices, kitchens, etc. For outdoor play the Association recommends from 60 to 100 square feet per child.

Junior and Senior High Schools

The Junior High School should have from 1,000 to 1,600 pupils and serve an area within a radius of three-fourths of a mile to one mile. It should be close to, preferably not on, transit routes. The junior high school site should be large enough to accommodate the building and provide each pupil enrolled with 150 square feet of recreation space. The minimum site would be 5 acres, the desirable about 10 acres. The San Francisco Committee on Education Standards recommends 8 acres for junior high schools on new locations.

The site for the senior high school should be at least 15 acres and preferably 20 acres. Each student enrolled should have available 200 square feet of recreation space. In addition to serving as an educational plant for young people, the high school should be used as an adult education center and as a community center. It should be the natural focus for activities in which several neighborhoods participate. Properly designed and used, the senior high school site can take the place of the playfield for the neighborhoods immediately surrounding it(see next section).

The San Francisco Committee on Educational Standards recommends only 12 acres for the senior high school.

Neighborhood Recreation

In multiple housing developments, playlots should be provided for children two-and-a-half through five years of age. Sizes recommended are from 1500 square feet for 30 children to 3750 for 75 children. These spaces, enclosed for the protection of the children, should be near the center of a group of multiple dwellings.

The school grounds should serve as a neighborhood playground, if they are large enough. But, if the school grounds are not to be used by children six to thirteen years of age outside of school hours, a neighborhood playground should be provided near the school or reasonably close to the center of the neighborhood. In a neighborhood of 10,000 population with a school-age population of 800 or more, the playground should be at least 4 acres.

Less space for active recreation may be needed in an urban neighborhood having a high percentage of adults housed in multiple structures, but neighborhood parks will be needed. If the school yard and the neighborhood playground

together total 7 acres, 3 acres should be in a neighborhood park. Playgrounds and park together will give the neighborhood one acre of recreation space per 1,000 population.

For every four neighborhoods in a community, there should be a playfield of a minimum of 20 acres. In general, the playfield serves young people and adults. It includes an athletic field, a swimming pool, an all-purpose building, and facilities for group activities.

Branch Libraries

A branch library should be located so as to serve as a cultural and educational center for the greatest possible number of persons of all ages.

In selecting a site for the building, topography must play an important part; patrons should not be required to traverse steep hills. A desirable location would be near a community center including both shopping facilities and cultural and recreational facilities. Adequate parking areas are desirable. Branch libraries of former generations often were placed in parks, but modern librarians find little to recommend this type of isolated site except under unusual conditions.

The American Library Association recommends that each branch serve between 25,000 and 55,000 persons living within a mile and one-half of the site. In San Francisco branch libraries serve the population living within a radius of one mile.

The library building itself should be attractive, inviting, and non-monumental; an outdoor reading room often is an asset. The building should include small meeting rooms for such educational activities as discussion and book review groups, film forums, and radio and record listening. Moreover, the building should be designed for a minimum of twenty years expansion of its book collection and staff.

Health Centers

Redevelopment plans for the city should provide one main health center and at least two sub-centers for every 50,000 persons.

These centers should be accessible to the greatest number of persons, young and old; for this reason it is advantageous to locate main health units in or near a community center and the secondary health units in neighborhood

centers. In determining sites for all health offices, the close relationship between them and the community's public and parochial schools should be recalled; oftentimes district health nurses divide their time between the health offices and the schools.

Health centers should be located in specially designed buildings. The structures should be attractive, colorful, and inviting,and should provide adequate space for the required adult and child clinics, lecture rooms, and office space for the district health staff and visiting nurses.

Since the public health service is being expanded each year, provision should be made for future growth.

Shopping Facilities

Whether a neighborhood has a shopping center designed to serve customers arriving by automobile or two or three small groups of stores conveniently distributed to meet the needs of customers who shop afoot for day-to-day supplies depends upon the geographical size of the neighborhood, the extent of automobile ownership, and the income distribution and purchasing habits of the residents. In redevelopment areas close to the heart of the city, stores at various locations in a neighborhood may be preferable to a concentration of shops at one place.

In a neighborhood having a population of 10,000, approximately 7 acres would suffice for shopping facilities, if efficiently designed, including parking space for customers. If there were a principal shopping center, it might occupy a site of 5-1/2 acres. A secondary center might require 1 acre, and another sub-center of one or two stores not more than one-half acres. In the main neighborhood shopping center there should be as much parking space as there is store space. This center should be at or near transit facilities serving the neighborhood.

Fire and Police Departments

Redeveloping the blighted area of a city materially lessens the abnormal load placed upon the municipal fire and police departments. This would be particularly true in the Western Addition - for years a potential fire trap- and one of the city's worst centers of crime and juvenile delinquency.

When the closely-built frame structures predominant in the area are replaced by new construction, fire stations covering an area of one-half mile radius would provide ample protection for the Western Addition. These stations, built according to present-day specifications for new equipment, would replace buildings designed many generations ago for horse-drawn vehicles.

Wherever possible, new stations should be incorporated into neighborhood or community centers. They should face side streets where traffic would be light, but should have easy access to main arterials.

Today the San Francisco Police Department is forced to allocate an unreasonably large proportion of its staff to parts of the Western Addition District which must be covered by patrolmen on foot. Ample police protection in a redesigned community would be furnished by radio patrol cars, as in other residential sections of the city.

Churches

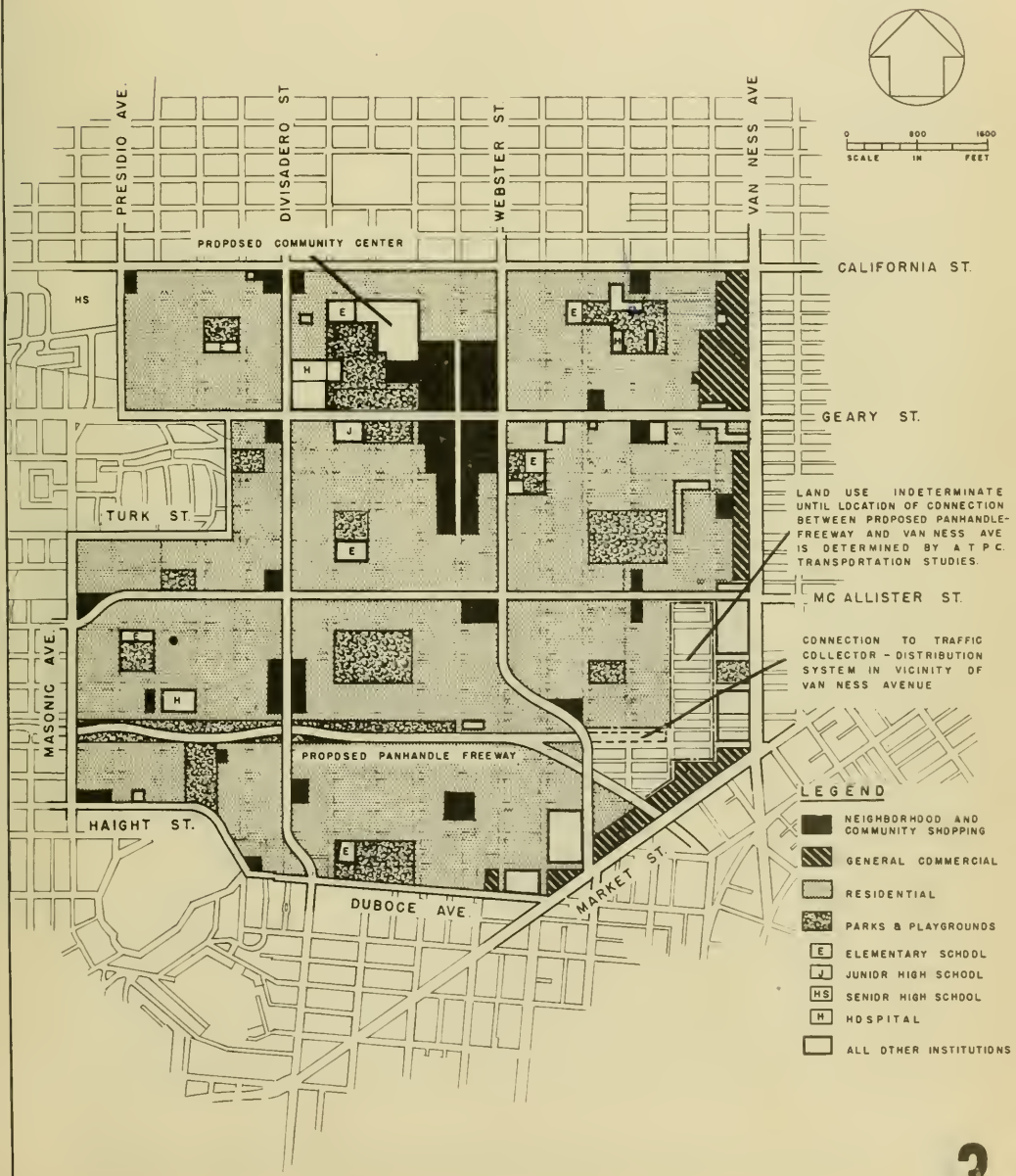
Every new community must allot ample space for churches and church buildings. Where there are ecclesiastical buildings of architectural or historical merit, every effort should be made to develop new neighborhoods around them. When church edifices are to be removed in accordance with a redevelopment plan, space should be provided in the central areas of replanned neighborhoods for new church buildings.

The Western Addition contains what actually appears to be the church belt of the city. All denominations are represented.

Many of the churches are handsome and substantial buildings which, by all means, should be preserved and incorporated into the proposed redevelopment schemes. Possibly a few small, frame buildings might be moved. Extra ground might be allotted to some churches so that the buildings might be set off to better advantage aesthetically.

A number of other church buildings are of inferior construction and have little or no architectural merit. They might be replaced by new buildings in the proposed neighborhood center areas.

COMMUNITY REDEVELOPMENT STUDY
AREA "A" WESTERN ADDITION DISTRICT
TENTATIVE GENERALIZED LAND USE PLAN
PROPOSED REDEVELOPMENT AREA
SAN FRANCISCO CITY PLANNING COMMISSION

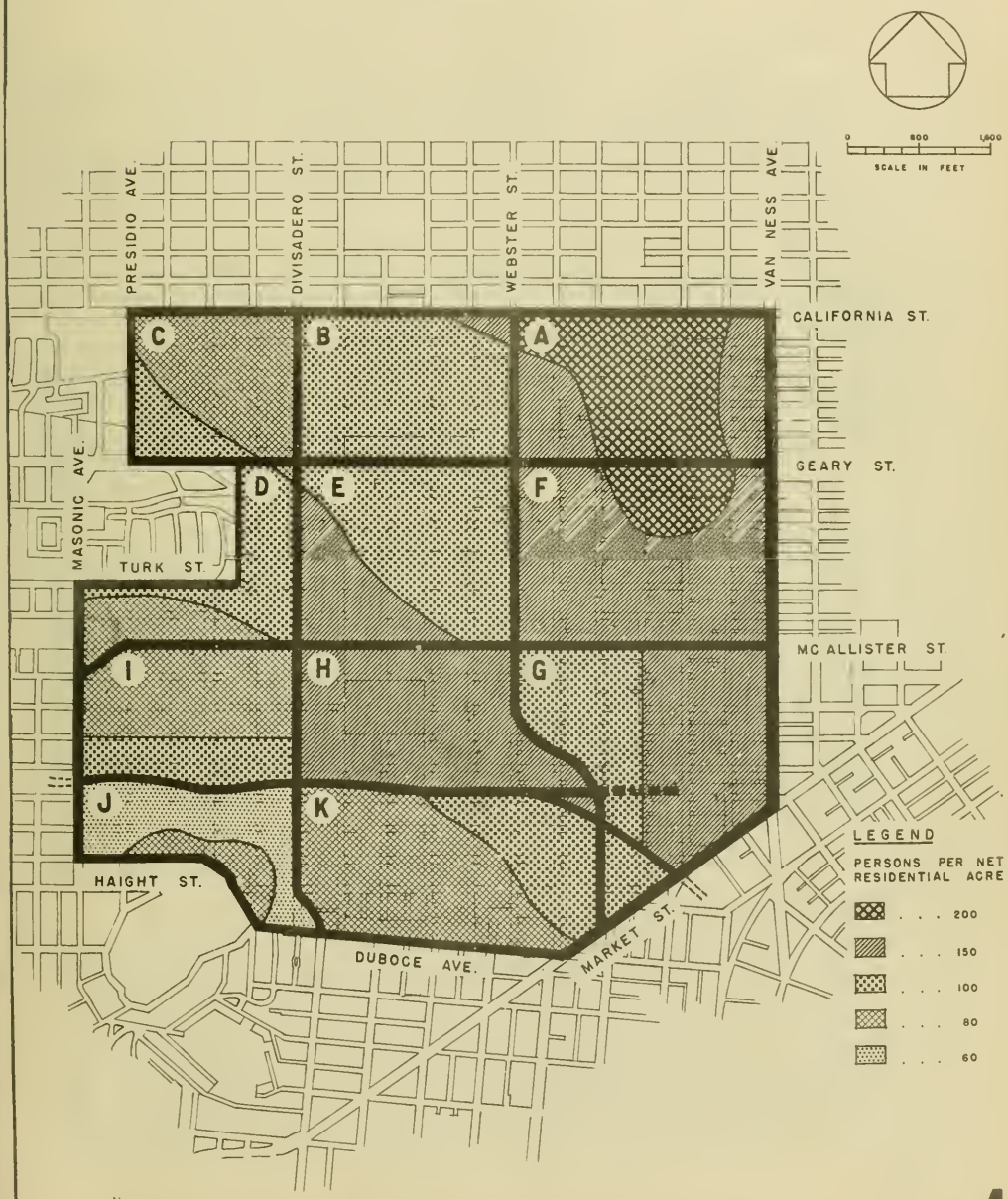


COMMUNITY REDEVELOPMENT STUDY
AREA "A" WESTERN ADDITION DISTRICT

MAXIMUM RESIDENTIAL DENSITY*

PERSONS PER NET ACRE

SAN FRANCISCO CITY PLANNING COMMISSION



* A DENSITY OF 200 PERSONS PER ACRE IS A MAXIMUM DENSITY FOR ANY BUILDING SITE WITHIN THE DENSITY AREA. DENSITIES OF 150 AND BELOW, ARE PROPOSED AVERAGE DENSITIES FOR AREAS SHOWN

III. GENERAL PLAN FOR REDEVELOPMENT AREA

Realistic planning for redevelopment of the Western Addition District begins with analysis of the special function that this area should perform as a close-in part of the largest city in the Bay Region. But before reaching conclusions regarding the Western Addition, it will be necessary to examine the role of San Francisco itself in the regional economy.

In this increasingly populous region the city of San Francisco seems destined to function more and more as a trade and service center. Its role was clearly indicated even before the war. Developments since then have focused attention sharply on certain activities -- shipping, retail trade, finance, entertainment of tourists and visitors, specialized services, food processing, manufacture of small, high quality goods with high market value. Heavy industry has for some time been seeking locations elsewhere in the region, while light industries employing skilled workers have been coming to San Francisco.

San Francisco is to the Bay Region what the Island of Manhattan is to the New York Region. It attracts young persons from rural areas, career people who wish to engage in the highly competitive trade and service activities of the metropolitan hub, middle-aged and older persons who wish to enjoy the luxuries and diversions of city living. Its atmosphere is brisk, urbane, sophisticated. It probably will become increasingly a city of professional and semi-professional workers, managers and officials, clerical workers, craftsmen, and service workers. These groups tend to have fewer children than laborers, operatives, and kindred workers. Even though the wartime wave of births has changed the composition of the city's population, San Francisco probably has, and no doubt will continue to have, a higher proportion of adults than most cities in California.

The surrounding communities may be expected to attract more and more families with children, although there will always be those who wish to raise their families in San Francisco. Of the 52,000 persons who left San Francisco between 1935 and 1940 to live in smaller urban areas and rural non-farm areas, many were families with children. They wished to live in San Mateo, Marin, Alameda, and other Bay Area counties in order that their children might enjoy more play space, go to and from school with less danger from traffic. Sunnier climate than is to be found in some

in some residential sections of this city also attracted them to the surrounding communities. As new, modest homes are rushed to completion in smaller, nearby cities, the outward movement of families with children no doubt will resume.

The Fluid Population of the Future

With continuing migration into California -- and nothing seems more inevitable than the continued rapid growth of this state -- newcomers can be expected to fill the dwellings left by those who elect to live in suburban areas. In fact, San Francisco for many years can look forward to a highly mobile population. A sample census by the U. S. Bureau of the Census in April, 1947, revealed that only about 33 per cent of the 1947 population of the metropolitan district lived in the same house as in 1940. Turnover in San Francisco may have been even greater. In the future the city will go on importing and exporting population. The greater the migration into California, the more fluid will be the population of this city.

In addition to in-migration of persons from other states and other sections of California and the out-migration of San Franciscans seeking suburban amenities, a third type of movement can be anticipated - the return from the nearby cities and non-farm areas of older couples, widows, and widowers who have become weary of large homes from which their children, grown up and married, have departed. To these middle aged and elderly people small, well-appointed apartments in the city will have a special appeal, especially if a planned environment offers the spaciousness, trees, flowers, and quiet usually associated with the suburbs. Even without redevelopment some return movement can be observed; a good deal of it probably would be induced by attractive rebuilding of close-in older districts.

Decline in Average Family Size

Despite new "highs" in the birth rate, San Francisco and the Nation as a whole can anticipate further decline in average family size. The U. S. Bureau of the Census estimated in 1946 that average family size in the United States declined from 3.78 in 1940 to 3.5. Average family size in the San Francisco-Oakland metropolitan district in 1940 was only 3.10, today is 3.06, in a few years probably will be 2.9. In San Francisco average family size now may be between 3.0 and 3.04, compared with 3.08 in 1940. The time may come -- in the not too distant future -- when average family size

for this city will be as low as 2.8. As family size decreases, the number of families naturally increases and a larger number of dwellings is required to house a given population.

Influence of Long-Term Trends on Planning

In the light of all these trends, what over-all policies as to population should the city adopt?

San Francisco could make a conscious effort to be the kind of city it was in the first decade of the century - a city of families. The automobile and other influences had not then dispersed population. The region had not then become highly organized into specialized areas. Beginning now , San Francisco could plan to develop neighborhoods designed primarily to encourage the rearing of children. Some sociologists and some planners would approve such an urban pattern. But the production of a large number of children does not seem to be San Francisco's appointed role in the economy of the region. The opposing forces are too strong. Those single-family neighborhoods that the city does have should be preserved. There will long be need for them. In redeveloping blighted areas, the city should make provision for some housing suitable for families with children. In the main, however, San Francisco should look forward to accommodating a population with a high proportion of adults. Moreover, it should recognize that the percentage of elderly persons in this population will gradully increase.

By cooperating in the development of regional plans, San Francisco can make sure that surrounding areas provide an environment that will encourage family life.

Population Trends in the Western Addition District

The Western Addition District already has established the pattern of a predominantly adult area. In July, 1947, the San Francisco City Planning Commission and the San Francisco Housing Commission made a sample survey of approximately three-fourths of the district (see Plate 2) which revealed that only 20 per cent of the Western Addition population is under 20, compared with an estimated 25 per cent in the San Francisco-Oakland metropolitan district. Almost half the persons included in the sample were between the ages of 20 and 44, more than a fifth were between 45 and 64. The group 65 and over includes about 8 per cent of those enumerated. In some sections close to the central business district the proportion of persons under 20 is less than 10 per cent. A special census in August, 1945 disclosed that Census Tract J-9, bounded by Van Ness Avenue, McAllister Street,

Gough Street, and O'Farrell Street, contained only 313 children and youths out of a total population of 4,012. In Census Tracts J-1 and J-11, also bounded on the east by Van Ness Avenue, the proportion of persons under 20 also is 10 per cent or less.

Household size distribution in the sample survey area reflects the presence in the Western Addition of many single persons and childless couples. Thirty-six per cent of households in the area sampled contain only one person, while 38 per cent include only two persons. Eleven per cent are composed of three persons, 6 per cent of four persons, 4 per cent of five persons, and 5 per cent of six or more persons. Average family size in the sample survey area is only 2.3, even including boarders, who form about 7 per cent of the population.

In 1940 approximately half the households in Census Tracts J-1, J-8, J-9, and J-10 were single persons. The sample survey data indicate that there may have been some decrease in the proportion of single persons in these tracts between 1940 and 1947.

What was once a district of family homes has become a kind of "reception center" for unattached men and women and footloose couples recently arrived from other parts of the country. Average length of residence is comparatively short. Two-thirds of the heads of families enumerated have lived in the district less than five years, and between 25 and 30 per cent less than one year, according to the sample enumeration.

Assumptions as to Population Composition

On the basis of recognized trends in the Western Addition District the City Planning Commission has assumed that 36 per cent of the households in proposed Community Area Number 2 (of which the Western Addition forms the greater part) will contain only one person and that 45 per cent will include only two persons. Three-person households, it is assumed will comprise 11 per cent of the total, four-person households 6 per cent. Only 2 per cent are expected to include five or more persons.

Proposed Community Area Number 2 embraces all the blocks between the proposed Panhandle Freeway (see Plate 3) and the ridge line of Pacific Heights and between Van Ness Avenue and a western boundary formed by Masonic Avenue and Presidio Avenue. That part of the Western Addition which lies south of the proposed route of the Freeway would be in Community Area Number 3, a triangular area formed by the

projected freeway, Market Street, Twin Peaks and Sutro Forest. No population studies of this community area have yet been made.

Because of the high proportion of one and two-person households anticipated in Community Area Number 2, an age composition has been assumed which indicates that 13 per cent of the population would be under 20 years of age. Forty-eight per cent of the residents of the area would be between 20 and 44 years of age, 36 per cent between 45 and 74, and 3 per cent 75 or over.

Community Area Number 2, then, is viewed as a transition zone between the hotel and apartment house area east of Van Ness Avenue and the single-family residential neighborhoods west of Masonic and Presidio Avenues. Neighborhoods in the Western Addition District just west of Van Ness Avenue would be redeveloped largely for single persons and childless couples, while those near the western boundaries of the district would be planned for a fair proportion of families with children, as well as for adult households.

A Pattern for Population Distribution

The plan showing proposed population densities (Plate 4) reflects the assumed household size composition and age composition. The hilly section west of Van Ness Avenue, shown in heavy cross hatching, would have a net residential density of 200 persons per acre and would be occupied by tall multiple dwellings (eleven stories or more) containing units for small adult households. This is the maximum allowable density for this area and would be permitted only where unusual site conditions make it possible to provide adequate sun, light, and view. Surrounding this high density area would be another close-in area of relatively high density -- 150 persons per net residential acre, average. In this also the households would be largely adult, living in six to eight story multiple dwellings, although a small proportion of lower structures might be included.

Densities would range from 60 to 100 persons per net residential acre in the western part of the district, except on the high and sightly slopes around Alamo Square (neighborhoods H and E). Here the density would be 150 persons per net residential acre. Nearby neighborhoods, I, J, K, containing row houses or three-story multiple dwellings, would be attractive to families with children. These are comparatively level areas.

Of all the areas shown on the tentative general land use plan (Plate 3) and the plan of desirable residential densities, only E, F, G, H, and I are neighborhoods lying wholly within the proposed redevelopment area. Areas A, B, and C are parts of neighborhoods that extend beyond California Street to the ridge line of Pacific Heights. Area D is part of a neighborhood that includes the Anza Vista Tract. Areas J and K, in proposed Community Area Number 3, are parts of neighborhoods that extend south of the boundary of the Western Addition District.

California Street, shown as the northern boundary of the redevelopment area, runs through neighborhoods A, B, and C. In general, it unifies rather than divides these areas. Duboce Avenue, shown as part of the southern boundary of the redevelopment area, has somewhat the same function in neighborhood K. Haight Street, also part of the southern boundary, is the principal artery serving neighborhood J. It is a transportation route and commercial street.

Streets as Neighborhood Boundaries

Boundaries of the neighborhoods lying entirely within the redevelopment area are formed by streets which it has been assumed will be widened to carry greatly increased traffic loads. Major east-west streets shown on the tentative general land use plan are Geary and McAllister. The proposed Panhandle Freeway is shown extending eastward from the Panhandle of Golden Gate Park and crossing Market Street in the vicinity of Gough Street. Exact route of this projected freeway is yet to be determined. A connection to the Civic Center area is indicated, but solution of this problem awaits completion of the studies now being made by the Technical Committee of the Administrative Transportation Planning Council.

Van Ness Avenue presumably would be developed as a collector-distributor street, but there is some possibility that Franklin Street, one block west, might be transformed into a major north-south artery.

Webster Street is conceived as an important north-south traffic artery midway between Van Ness Avenue and Divisadero Street. Widened and linked to Market Street via Laguna Street, it would provide a means of crossing the Western Addition District without becoming snarled in Fillmore Street traffic.

Divisadero Street, it is assumed will be improved to handle a greater volume of north-south traffic as the only major thoroughfare west of Van Ness Avenue.

With the exception of Webster Street, the streets mentioned have been designated in the preliminary ATP Council report* as major traffic and transit routes.

The major street system shown on the tentative general plan is subject to revision in the light of further transportation studies by the ATP Council. This street system assumes that eventual creation of an Embarcadero Freeway and a Panhandle Freeway, together with development of an efficient mass transit system, would so improve movement into and from the central business district that the east-west streets shown here would be adequate to serve the redevelopment area and the downtown area.

Within the various neighborhoods certain minor streets would be eliminated through redevelopment, so as to increase residential and recreational acreage. As the plan is a general one, however, no attempt has been made to indicate which streets might be removed. Development of detailed plans for each neighborhood would reveal which might be dispensed with, in order to reduce street acreage from approximately 30 per cent to about 20 per cent of the total land area.

Types of Commercial Areas

Two types of commercial areas are shown on the plan, general commercial and neighborhood and community shopping areas. The general commercial areas are on Van Ness Avenue and on Market Street, where business serving a city-wide clientele is already established. Neighborhood shopping areas are shown at or near the intersections of main thoroughfares and at convenient points midway between important intersections. Stores now are located at many of the places shown on the plan. The Fillmore Street shopping area appears on the plan as a community shopping center, adjacent to a large proposed community center. If redeveloped according to the plan, the Fillmore shopping area would be more compactly arranged, to the greater advantage of customers and merchants. If developed as a major north-south street, Webster Street would provide easy access to this shopping district.

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*Traffic, Transit, and Thoroughfare Improvements for San Francisco, The Technical Committee, March, 1947

The tentative general plan proposes a major change in neighborhood G -- elimination of the industries now located there. As pointed out earlier, few of them are in substantial buildings and almost all are poorly located from the standpoint of obtaining raw materials and shipping out finished products. Most of them would be able to operate more efficiently in a purely industrial district, and sooner or later should move to locations south of Market Street.

The plan makes no specific recommendations for land use between Franklin and Gough Streets in neighborhood G. Somewhere in this area there should be a connection between the proposed Panhandle Freeway and Van Ness Avenue, but until the ATP Council transportation studies are completed, the best route cannot be described. Moreover, Franklin Street may become a major north-south artery through this area.

From time to time there have been proposals for extending the Civic Center westward to Gough Street. Until the future needs of civic organizations and governmental agencies can be more accurately determined, no recommendations can be made as to expansion of the Civic Center.

Additional Recreation Areas

Recreation areas shown in the tentative general plan include such existing parks as Jefferson Square, Alamo Square, Duboce Park, and Hamilton Square. In addition to these, a new park area is needed in neighborhood A, two small park areas are needed in neighborhood D, and a park strip might be created between Buena Vista Park and the Panhandle. School playgrounds in neighborhoods A, B, C, E, F, I, and K would serve as neighborhood playgrounds, the plan indicates. Hamilton Square playground would be greatly enlarged as a part of the community center adjacent to the Fillmore community shopping district. Playfields large enough for football and baseball would be added.

Green strips connecting parks in the various neighborhoods are not shown on the plan, but should be projected when detailed plans are made for project areas.

Sites for Public Schools

Five new locations for public schools are indicated on the tentative general plan -- three for new schools, two for existing schools that might be more advantageously situated. The number and location of these elementary schools is based on present forecasts of probable future

population composition. Additional information on trends in population composition in the various neighborhoods of the Western Addition District should be obtained, however, before decisions are reached regarding establishment of new schools or relocation of some of those that now serve the district.

Institutional Structures

Not all existing institutions in the redevelopment area have been indicated on the tentative general plan. All those housed in substantial structures presumably would remain, unless changes in the area occasioned by redevelopment made relocation desirable. Adequate sites for new institutions and for existing institutions desiring larger sites or new locations should be considered in the development of project area plans. Wherever possible, new institutional structures should form a part of neighborhood centers.

Overall Considerations In Designating Redevelopment Area

The proposed redevelopment area shown on the tentative general plan is larger than Redevelopment Area "A" described in a report issued by the City Planning Commission in January, 1947 -- "The Next Step in Urban Redevelopment." It was thought desirable, in suggesting a redevelopment area in this report to make use of important thoroughfares that would logically form neighborhood boundaries, so that developments within any neighborhood area could be planned as a whole. Since the Community Redevelopment Act provides that a redevelopment agency need not acquire all properties within a redevelopment or project area, owners of good properties within the area shown on the plan have no cause for alarm. The redevelopment agency and the City Planning Commission, however, should examine everything within the logical boundaries of neighborhoods; hence it is important to draw the neighborhood lines in accordance with overall considerations.

The Western Addition is an area not all parts of which are equally decayed. In general, the sample survey area included the most deteriorated blocks. There are, however, some blocks outside this area that are as bad as any included. It is recommended that redevelopment be undertaken first in neighborhoods lying wholly or partly within the sample survey area. These neighborhoods, it is hoped, can be redeveloped during the next ten or fifteen years. By that time sections of the Western Addition beyond the sample survey area will be ready for replacement. Meantime,

city departments and officials, local improvement clubs, and neighborhood organizations should take steps to conserve properties and keep up the appearance of neighborhoods. Designation of the Western Addition as a blighted area should not so wound district pride that tenants and property owners would lose interest in maintaining dwellings in good condition.

Many persons have believed that a program of rehabilitation and modernization could be undertaken in less deteriorated areas under the Community Redevelopment Act. An opinion of the City Attorney points out that the Act was "only intended to allow the power of eminent domain to be used for the 'redevelopment' of blighted areas." "I do not believe that the Act permits the redevelopment agency to undertake the remodeling and modernization of buildings if they are to be continued in essentially the same form and use as before."

Strict enforcement of health and safety codes will do much to arrest the decline of those neighborhoods which are assured from one to two decades of economic life. Enactment of a new zoning ordinance now in the course of preparation by The City Planning Commission and proper administration of the ordinance also would aid in sustaining property values and in encouraging owners to maintain structures in serviceable condition.

IV. PROPOSED PROJECT AREA

The area proposed as the first project area is bounded by Van Ness Avenue, McAllister Street, Webster Street, and Geary Street. Because it includes Jefferson Square, it is designated in this report as the Jefferson Square Neighborhood. These bordering streets embrace 36 blocks.

Here are to be found some of the best and some of the worst features of the Western Addition District. The park, with the adjacent Margaret Hayward Playground, is a definite neighborhood asset, a place for children to participate in supervised recreation, for mothers to bring their babies for fresh air and sunshine, for working people and elderly persons to sit and enjoy views of the city. Some fine old trees frame vistas of the nearby City Hall dome, the Gothic steeple of St. Paul's Lutheran Church, at the northeast corner of the Square, and the wooded crest of Buena Vista Park on the far side of the Western Addition.

A few blocks away is the Raphael Weill Elementary School, built in 1927. One of the better schools in the Western Addition, it serves not only as an educational institution, but to a limited degree as a neighborhood center, offering supervised games and athletics for younger children on week days and dramatics, singing and rhythm bands in the evenings. Adults come to the school in the evenings to sing in a neighborhood chorus.

A block from the school is a joint YMCA-YWCA, occupying a building erected in the 1920's as a YMCA for the Japanese population of the district. Money to construct the building was subscribed by Japanese from Tokyo to New York. Today it is an inter-racial institution open to all peoples in the area, but Japanese are still dominant in its affairs.

Catholic institutions in the neighborhood include St. Mary's Cathedral, at Van Ness Avenue and O'Farrell Street, St. Vincent's High and Commercial School, at Geary and Gough Streets, and Sacred Heart Academy, at Ellis and Franklin Streets. A small parochial elementary school, Cathedral Presentation, occupies two old mansions opposite the park on Eddy Street. These old structures remind one that in earlier days the area had some distinction.

Other important buildings are the tall twin-apartment buildings facing the square on Eddy Street at Octavia, the Salvation Army Training Center on Geary and Laguna Streets, several auto sales establishments, a number of good apartments in the blocks between Van Ness Avenue and Franklin Street, the John Swett Junior High School on Golden Gate Avenue and several Protestant churches.

Most of these structures would be incorporated into a final project plan for the area and would gain from being part of a redevelopment scheme. They also would provide certain services and facilities that would be valuable in a residential area. The existence of these structures was not, however, the chief reason for selecting the Jefferson Square Neighborhood rather than some other neighborhood in the Western Addition District as the one that should be redeveloped first.

Reasons for Selecting Proposed Project Area

The Jefferson Square area was chosen as the most desirable for an initial urban redevelopment project because:

(1) The future of the area is more certain, so far as contemplated major traffic and transit route changes are concerned, and has fewer variable factors from an overall city planning standpoint than other areas in the Western Addition district.

(2) The redevelopment project would have satisfactory approaches from most important directions; for example, it will not be necessary to pass through blighted sections in travelling between it and the central business district.

(3) The nearby Civic Center serves as a permanent good development to which a redevelopment project in the Jefferson Square neighborhood can be related.

(4) The cost of municipal services in the area is now excessive and could be substantially reduced through redevelopment;

(5) The blocks surrounding Jefferson Square are among the worst in the whole Western Addition district so far as housing is concerned;

(6) The area contains a playground, park and school that can be integrated into a residential type of development;

(7) The area appears very promising from the standpoint of the financial success of a redevelopment project built there because it is close to the central business district, is served by several transit lines and contains slopes on which apartments with fine views can be erected.

The sample population and housing survey made by the City Planning Commission and the San Francisco Housing Commission in July, 1947 furnished information on a large area, but did not supply detailed data on the Jefferson Square neighborhood. The Real Property Survey of 1939, however, revealed that the area is in need of rebuilding. According to this exhaustive survey, in 11 out of 29 blocks containing residential quarters more than 50 per cent of all dwelling units were in structures needing major repairs or unfit for use. From 30 to 50 per cent of all dwelling units in 11 other blocks were in unfit or dilapidated buildings. In 22 of the 29 blocks with residential accommodations more than 50 per cent of all dwelling units had no indoor toilet and bath of their own. Rapid turnover of tenants in rental units, overcrowding during the war and since then, and reluctance of landlords to make necessary repairs doubtless have resulted in considerable further decline in the area since the Real Property Survey was made.

While there are some other sections of the Western Addition District in which a high percentage of housing is substandard, no other area was judged to have the inherent advantages of the Jefferson Square neighborhood or so urgently to warrant, because of social and economic conditions, rebuilding in the immediate future.

The study of the San Francisco Planning and Housing Association referred to in an earlier section of this report disclosed that an area of which the Jefferson Square neighborhood forms the greater part contributed to the city treasury $353,995 in real estate taxes and $14,025 in other revenues in 1946 but cost the city $712,027 in fire, health, police and welfare services. In other words, the area was $344,007 or almost 50% short of paying its own way. The study was made with the cooperation of city departments and involved exhaustive research on official records.

The number of arrests in this study area was 4,771 and the charges lodged against the offenders included murder, rape, assault, burglary, forgery, and drunkenness.

In blocks near Van Ness Avenue, along McAllister Street and Golden Gate Avenue, along Geary Street and in the Webster Street area the mixture of uses is as marked as in any section of the Western Addition District. The proposed project area has 19 acres of commerce and industry mixed with 44.2 acres of residential structures. Schools and other institutions occupy 6.1 acres, parks and vacant areas approximately 12 acres.

Proposed Project Plan

The proposed plan for the neighborhood, shown on Plate 5, redevelopment of the blocks between Franklin and Webster Streets and between McAllister and Geary Streets as a residential area. Thirteen institutional structures would be retained in this part of the project area, as well as two commercial structures, six apartment houses, and one hotel.

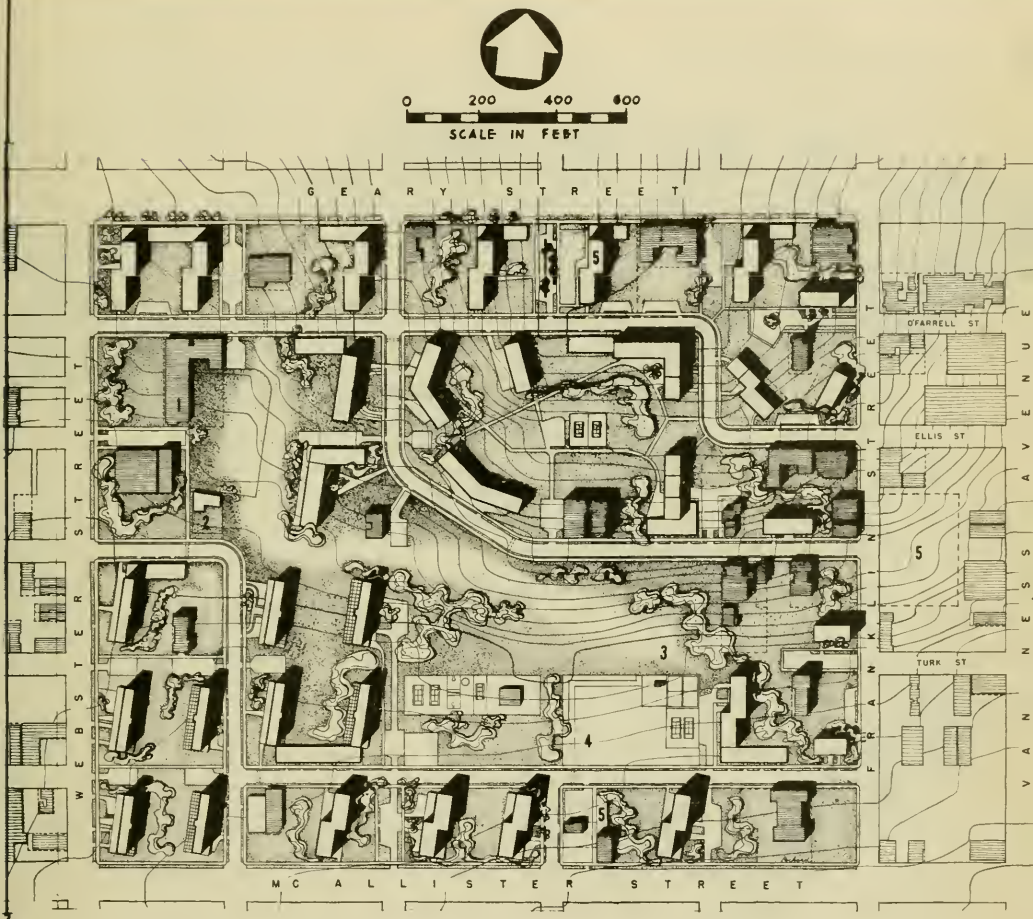
No detailed plan is presented for the blocks between Van Ness Avenue and Franklin Street because transportation studies of the ATP Council may affect these blocks. Substantial structures that probably would be retained are indicated, together with a location for a neighborhood shopping center (See Plate 5). The frontage along Van Ness Avenue is shown on the tentative general land use plan for the Western Addition district as general commercial, and it is felt that in the normal course of events the quality of establishments along this street would materially improve with the construction of a superior development in the blocks between Franklin and Webster Streets. Not indicated in the blocks along Van Ness Avenue are three residential hotels for single persons, for which it is believed there is a need, provided room rents per month are about $40, or less if possible.

The section between Franklin and Webster Streets would become a limited access area, with only three streets traversing it from east to west. There would be no north-south street running entirely through the area, since such an arrangement would destroy the possibility of linking the park and playground with the Raphael Weill Elementary School. Few children living in the limited access area would have to cross more than one residential street to get to school. The street arrangement is definitely designed

PROJECT AREA NUMBER ONE

TENTATIVE SITE PLAN FOR JEFFERSON SQUARE NEIGHBORHOOD

SAN FRANCISCO CITY PLANNING COMMISSION



1 — — RAPHAEL WEILL ELEMENTARY SCHOOL

2 — — PROPOSED NURSERY SCHOOL

3 — — JEFFERSON SQUARE

4 — — MARGARET HAYWARD PLAYGROUND

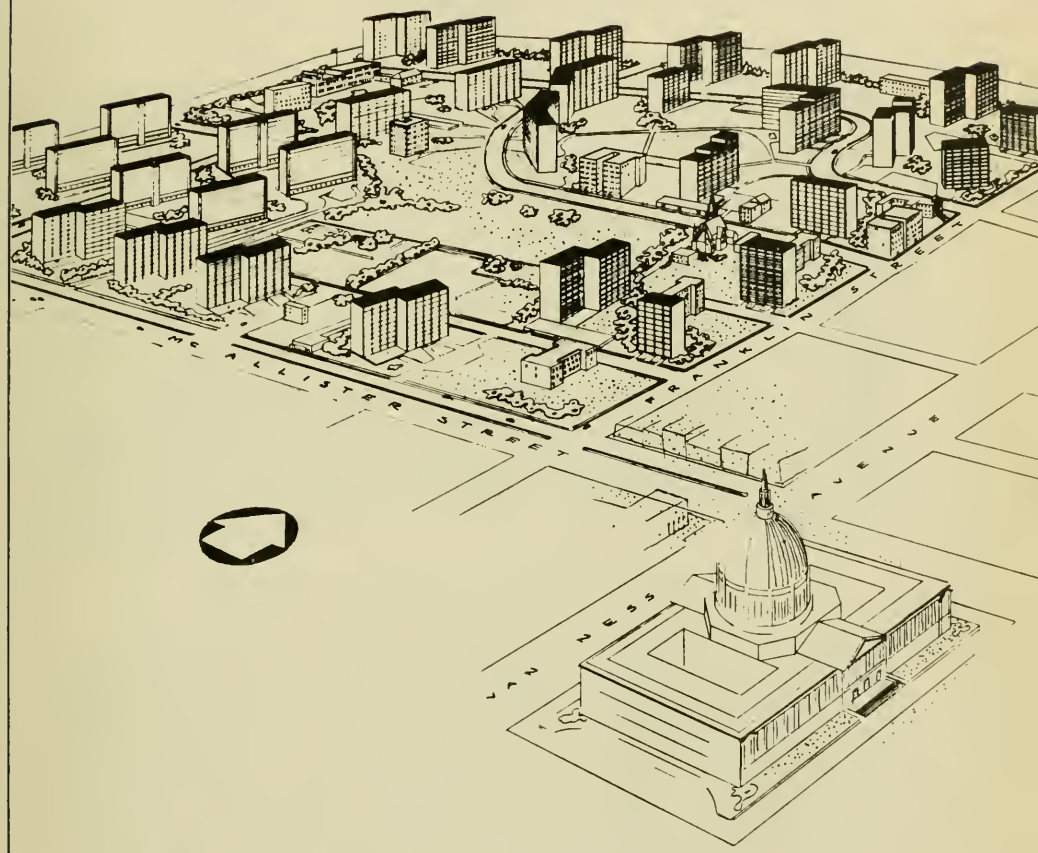
5 — — PROPOSED SHOPPING CENTER

EXISTING BUILDINGS

10 STORY APARTMENTS - TYPE "A"
10 STORY APARTMENTS - TYPE "B"
10 STORY APARTMENTS - TYPE "C"
} PROPOSED

PROJECT AREA NUMBER ONE

PERSPECTIVE OF PROPOSED JEFFERSON SQUARE NEIGHBORHOOD DEVELOPMENT



AERIAL PERSPECTIVE, LOOKING NORTHWEST, WITH SAN FRANCISCO'S CITY HALL IN THE FOREGROUND, SHOWING THE THIRTY-THREE TEN-STORY APARTMENT BUILDINGS PROPOSED FOR THE JEFFERSON SQUARE NEIGHBORHOOD. EXISTING BUILDINGS WHICH WOULD BE INCORPORATED INTO THE PROJECT ALSO ARE SHOWN.

to discourage through traffic, which would circulate on the broad streets forming the boundaries of the project area.

Only half a block of new street would have to be constructed in the project area, a diagonal section on contour between Eddy Street and Laguna Street. The cost of constructing this street would be borne by the redevelopment project unless the city contributed it as an aid to the project. Existing streets that would be closed and integrated into the project, it is assumed, would be contributed by the city to the project. In all, these streets would amount to 15.2 acres. Most of these vacated streets would become parking areas or service roads and it is possible that some of the existing street surface and curbs could be used, or at least the street surfaces could be resurfaced.

Proposed multiple dwellings have been located so as to avoid building any structure over existing underground installations, such as sewers, storm drains, water and gas lines. While this curtails freedom of design, it is desirable in the interest of economy. Relocation of an appreciable number of underground installations would be extremely costly.

Population Density and Land Coverage

The section between Franklin and Webster Streets has a site area of 99 acres. Within this site area 12.8 acres would be used for streets, 3.7 acres for institutions, one acre for commercial establishments, 9 acres for the park, 5.2 acres for the playground, and 5.1 acres for the elementary school and a nursery school. The net residential area would be 61.9 acres. Existing apartments occupy an acre of ground. Proposed new buildings would cover 6.7 acres, and the one-story garage wings 5.2 acres. Even including garage wings, the land coverage in the residential area would be only 21 per cent. Since the roofs of the garages could be used as decks, the available open space per person would be more than adequate.

Proposed multiple dwellings would provide accommodations for approximately 7,649 persons, while existing apartments that would remain have an estimated capacity of 693 persons. The net residential density in the Franklin to Webster section would be 135 persons per acre.

The ten-story apartment buildings in the area bounded by Geary Street, Franklin Street, Eddy Street and Laguna Street would provide dwelling units for approximately 3224 persons, while existing apartments now accommodate approximately 258 persons, making a total of 3482 persons. The net residential area in this particular section is 23.22 acres, so that the overall density would be 150 persons per acre. This is a comparatively low density for such a favorably situated part of the project, but is accounted for by the fact that there are existing structures in the area which make it undesirable to locate more buildings in this section. Also, study of shadows cast by buildings dictated the generous spacing of buildings shown on the plan.

Study of population trends in the Western Addition District and the city suggested that Project Area Number One, including the blocks between Van Ness Avenue and Franklin Street should be planned as follows with respect to household size composition:

(See next page for table)

Distribution of Persons and Families

Project Area Number One

Size of Household	Percent Distribution	Number of Persons	Number of Families	Maximum Number of Children
1 person	40	2269	2269	
2 persons	48	5422	2711	
3 persons	9	1525	508	508
4 persons	3	684	171	342
	100	9900	5659	850

Hotels for single persons in the blocks between Van Ness Avenue and Franklin Street would house 1,250 persons. Existing apartments in these blocks accommodate approximately 257 persons. The number of persons who would live in the section between Franklin and Webster Streets is 8342. The distribution of units in this section would be:

(See Table on next page)

PROPOSED DISTRIBUTION OF DWELLING UNITS IN AREA BOUNDED BY FRANKLIN, GEARY, MC ALLISTER AND WEBSTER STREETS

NEW BUILDINGS

Type of Dwelling Unit	Hotel Rooms	Two-Room (Efficiency) Apts.	Three-Room (One B.R.) Apts.	Four-Room (Two B.R.) Apts.	Five-Room (Three B.R.) Apts.	TOTALS
Number of Units	-	2134	1010	570	85	3799

EXISTING BUILDINGS

Type of Dwelling Unit	Hotel Rooms	Two-Room (Efficiency) Apts.	Three-Room (One B.R.) Apts.	Four-Room (Two B.R.) Apts.	Five-Room (Three B.R.) Apts.	
Number of Units	200	93	152	-	-	445
Total no. of Units in New & Exist. Bldgs.	200	2227	1162	570	85	4244
Percentage of total no. of Units	5	53	27	13	2	

Suggested Building Types

Many types of residential structures, and many combinations of these types, were considered in working out the three building types suggested for the Jefferson Square neighborhood.

In the early stages of these studies it was felt that the neighborhood should contain a certain proportion of row houses or three-story "walk-ups"; these smaller residential units were to have been located in the comparatively level areas and were to have provided housing for larger families, especially those with young children.

As studies progressed, however, the practicability of proposing two-story and three-story buildings in the Jefferson Square neighborhood became doubtful. Contractors, architects, and apartment house managers agreed that not only is it more expensive to construct two-story and three story buildings, but that it is also more costly to operate them.

One of the principal reasons for the costliness of low building types is that the recently-adopted San Francisco building code requires any building containing four or more dwelling units to have at least two means of egress from each unit above the first floor. This means that even bedrooms on the second floor of a row house would require a fire escape, as well as an inside stairway. From the standpoint of cost, it was felt that the additional means of egress made the construction of two and three-story units excessively expensive. From the standpoint of design, the added fire escapes, fire towers, or balconies leading to fire escapes diminished the possibilities of achieving cross-ventilation and privacy.

It finally was decided that ten-story reinforced concrete buildings throughout the area would use the land most advantageously and at the same time hold construction costs to the minimum.

To compensate for the absence of row-house-type dwellings, one of the proposed ten-story building types, Type "C" (see Plate 9), provides eight two-story apartments designed like row-house units. Each has its private main entrance and kitchen entrance on one side of the building and a private terrace and garden on the other.

The first floor would contain a large living-dining room, a sizeable kitchen, and stairs to the second floor, on which there would be three bedrooms and a bath. Closets and storage areas of these units were designed for larger families, especially those with young children. Buildings of Type "C" would be located near the park and playground and within easy walking distance of the Raphael Weill Elementary School and the proposed nursery school.

The balcony extending across the front of the second floor of the two-story units would provide necessary access to stair towers at either end of the building and to the indoor play area for children in the center of the building directly above the entrance lobby. Windows opening onto this balcony from the bath and small bedroom of the second floor would utilize obscure glass for the sake of privacy.

Each of the remaining eight floors of Building Type "C" would contain eight two-room, or "efficiency-type" apartments. They would be accessible by elevator from the central main lobby of the building. Thus persons living on the third through tenth floors of these apartments would not come in contact with tenants of the two-story units on the lower floors.

Plan of Two-Room Units

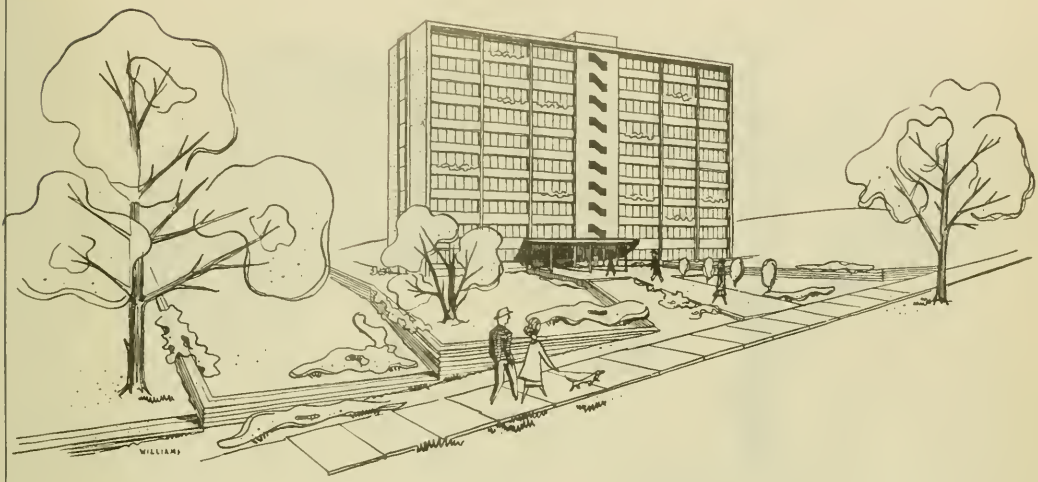
The two-room apartments on the upper eight floors would contain one room to be used as a living room by day and as a sleeping room by night, an adjoining dining area opening into a small kitchenette, a balcony opening off the living room and protected on three sides by the exterior walls of the building, a large dressing room with built-in cabinets, a bath, and adequate closet space (see Plate 10).

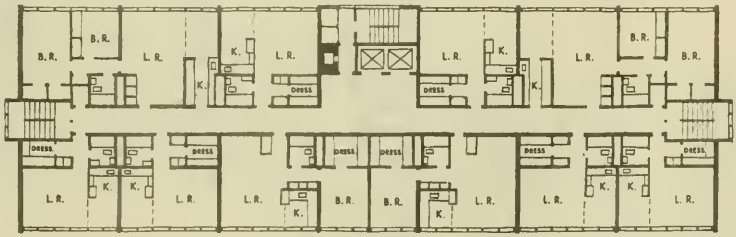
In view of the large number of San Francisco households which consist of single persons or couples without children, there should be a good demand for this type of apartment.

AREA "A" WESTERN ADDITION DISTRICT

PROPOSED BUILDING TYPE "A"

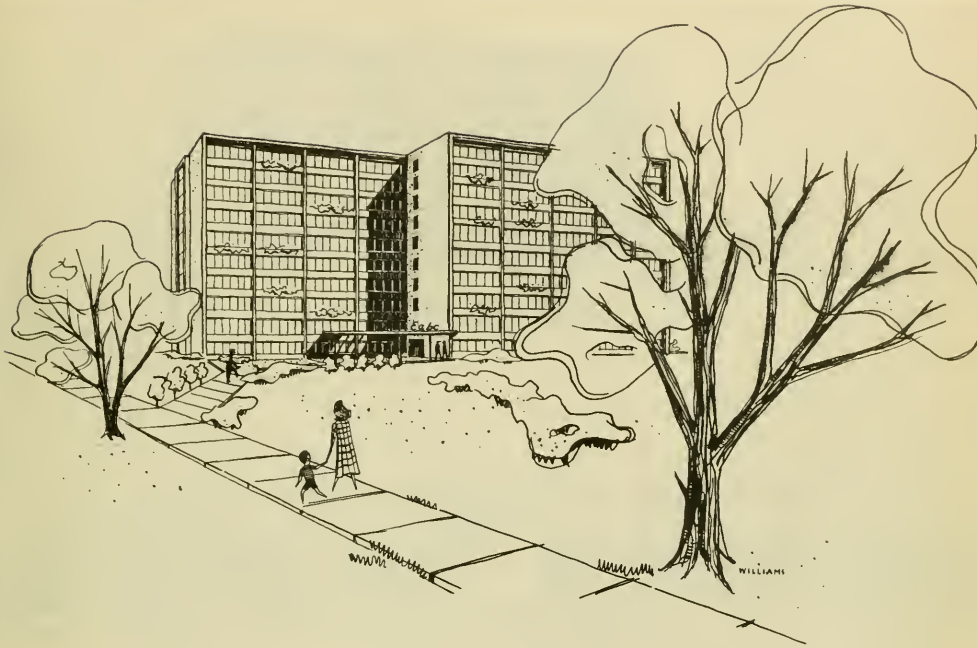
SAN FRANCISCO CITY PLANNING COMMISSION

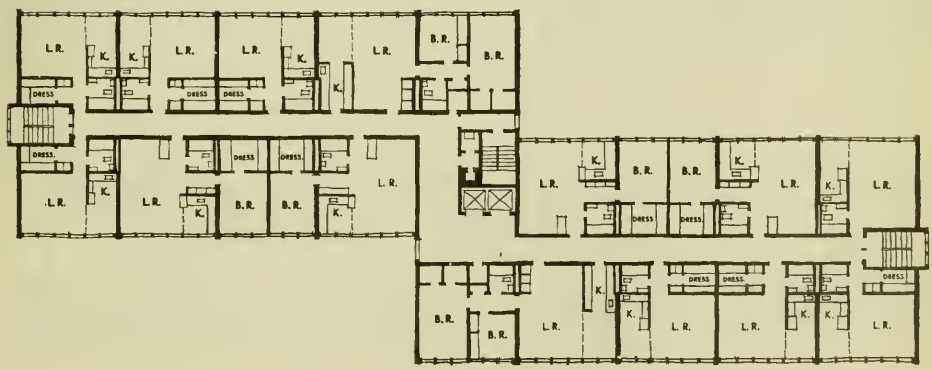




TYPICAL FLOOR PLAN

PROPOSED BUILDING TYPE "B"



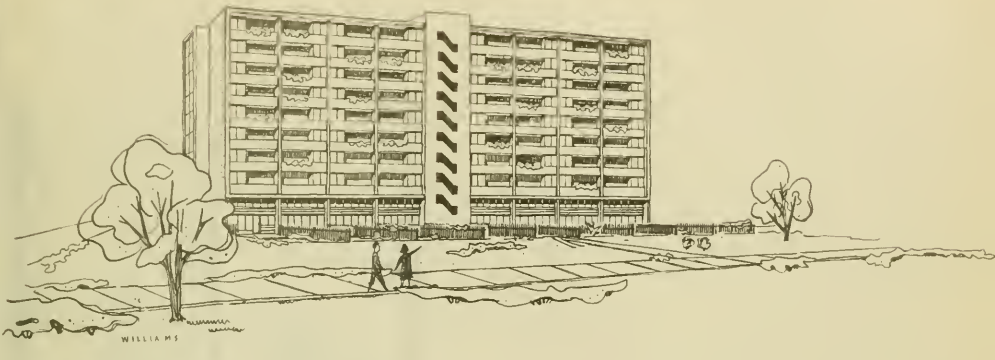


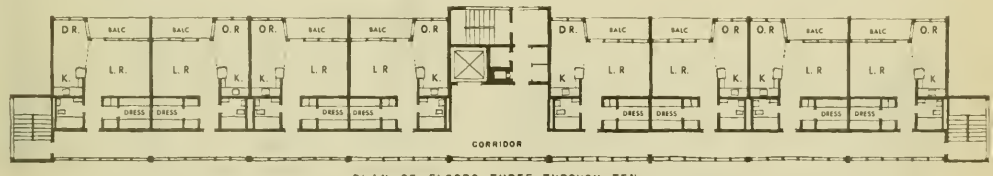
TYPICAL FLOOR PLAN

0 16 32
SCALE IN FEET

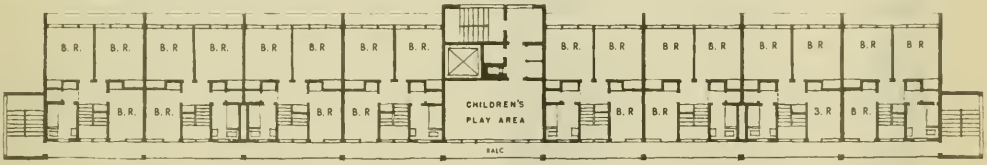
PROPOSED BUILDING TYPE "C"

SAN FRANCISCO CITY PLANNING COMMISSION

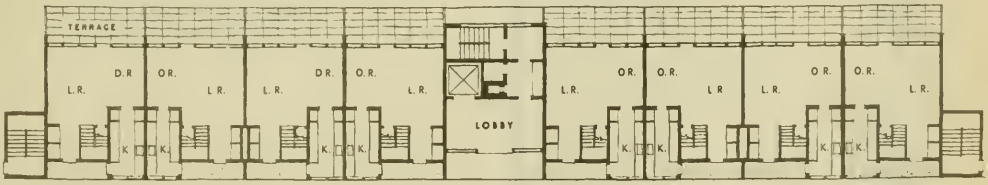




PLAN OF FLOORS THREE THROUGH TEN



SECOND FLOOR PLAN



FIRST FLOOR PLAN

0 16 32

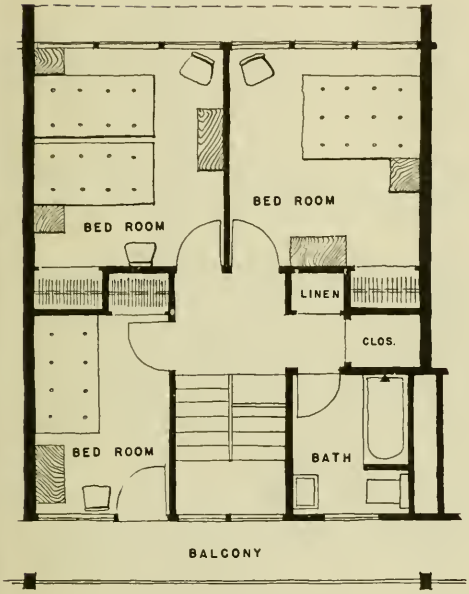
SCALE IN FEET

NOTE: FIRST AND SECOND FLOORS CONTAIN EIGHT TWO-STORY RESIDENTIAL UNITS. THIRD THROUGH TENTH FLOORS CONTAIN EIGHT APARTMENTS EACH.

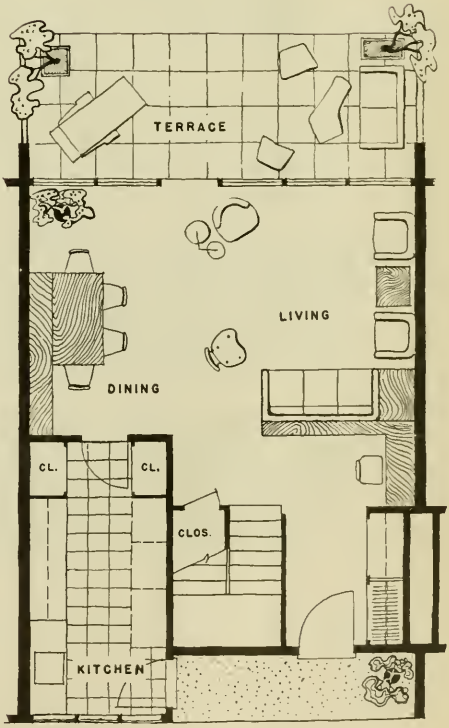
PROPOSED TWO-STORY APARTMENT

FOR BUILDING TYPE "C"

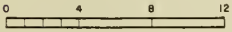
SAN FRANCISCO CITY PLANNING COMMISSION



SECOND FLOOR PLAN



FIRST FLOOR PLAN



SCALE IN FEET

The other types of apartment buildings proposed for the Jefferson Square neighborhood would contain two-room, three-room and four-room units, the plans of which would be interchangeable in the column spacing of the buildings; in other words, any combination of these various-sized units could be used on any floor.

As shown in the suggested floor plans accompanying this report, the two-room apartment is similar to the one described above for Building Type "C". The efficiency apartments proposed for Building Types "A" and "B", however would contain neither an individual balcony, nor as large a dining area as those in Building Type "C".

The suggested three-room apartments contain a separate bedroom and a large dressing room. The four-room units provide one large bedroom and one small bedroom.

In planning the various apartment types for the Jefferson Square neighborhood project, it would be desirable to locate the greater proportion of the one bedroom and two-bedroom units on the first and second floors of the buildings. Families with children thus could have access to the outdoors at the ground floor level by no more than one flight of stairs. Young children would not be dependent upon elevators in going to and from outside play areas.

The Automobile Storage Problem

All laundry facilities, utilities and storage areas are to be located in the basements of the proposed apartment buildings.

In most buildings, basement areas also provide space for automobile storage. But the garage and parking problem has not been solved finally. As soon as it was realized that garage facilities would have to accommodate one automobile for every third family, it became obvious that the basements of the proposed buildings would provide no more than half the automobile storage space required.

This discovery led to the study of various types of storage facilities, but only types which provide for indoor storage with protection from the weather were considered. Outdoor parking lots and multi-story garages of the open-deck types were not considered feasible in a residential neighborhood such as the Jefferson Square neighborhood.

The separate, multi-story, enclosed garage type has the advantage of taking up the least land and minimizing driveways and service roads, but would require full-time attendants and also would be less convenient than basement garages in inclement weather.

Underground garages permit use of the land above but are costly to build. One-story garage wings attached to apartment buildings increase the land coverage. Wherever possible,therefore, the proposed site plan shows an extension of the basement area to provide the required amount of storage space for automobiles. In some cases, it was deemed more advisable to suggest a one-story garage wing rather than extension of the basement area. In general, these wings are placed so as to provide protection from the wind for outdoor living or play areas. In some cases steep grades in the project area would permit the roofs of garage wings to be utilized for terraces. The roofs of garages extending from basements can be used in a similar manner.

The automobile storage problem deserves extensive study in connection with the detailed planning of each building proposed for the project area.

Wherever possible, buildings have been given a north-south placement with an orientation slightly west of south. The local office of the U. S. Weather Bureau suggested that this orientation would afford tenants in all units the maximum amount of sunlight throughout the year. Buildings are spaced approximately 200 feet apart in most parts of the project area, so that structures will not shade each other. In winter some shading from buildings cannot be avoided, since the ten-story structures proposed would cast shadows 400 feet long.

The proposed project area plan suggests that the sites of St. Vincent's High and Commercial School and of Sacred Heart College could be expanded at the time of redevelopment, so as to afford these institutions much-needed grounds. Eventually, however, these institutions might wish to relocate in some area farther from the heart of the city,where it would be possible to provide even larger campuses.

Long-range plans of the Board of Education contemplate abandonment of the John Swett Junior High School, which now operates at only half its capacity. When a new high school is built just outside the Western Addition district at California Street and Presidio Avenue, Girls' High School will become a junior high school. As such it will be adequate to serve the neighborhoods in the Western Addition.

John Swett Junior High School could at that time be transformed into a neighborhood recreation building or be used as a parochial school, since the redevelopment plan proposes elimination of two residential buildings now being used for a parochial school.

Alternative Project Area Proposals

If no private group should be interested in redeveloping the entire proposed project area, it is suggested that it be rebuilt in smaller sections. The project area shown on the plan might be divided into four, possibly five smaller areas. The first to be redeveloped perhaps should be the nine-block area bounded by Geary Street, Franklin Street, Eddy Street and Laguna Street. This area, developed around an open space with a spacious lawn and tennis courts would be somewhat self-contained and could serve as an example of what can be accomplished through redevelopment. An area of smaller size would not suffice to create the new environmental conditions necessary to attract so much favorable attention, or be so adequate a demonstration of the benefits to be attained by rebuilding blighted areas.

From time to time rebuilding a block at a time has been suggested. While the Community Redevelopment Act defines a project area as an area of "at least one block bounded on all sides by public highways," rebuilding of so small an area would offer little opportunity to create the kind of environment that should be achieved through the costly and difficult process of redevelopment.

When a redevelopment agency is activated, it should make every effort to encourage projects of effective size, not only because this will assure getting rid of blighted areas more rapidly, but because management operations can be more efficient on a large-scale and rentals can be lower. If groups who are interested in redevelopment cannot individually undertake projects, the redevelopment agency should use its good offices to promote association of several small groups for purposes of rebuilding areas of good size.

V. FINANCIAL ANALYSES

The financial problems of community redevelopment challenge the resourcefulness of officials and citizens alike. "Land costs" are high because more than the land itself is involved: the worn-out buildings on the land must be paid for and wrecked before new structures can rise. Construction costs are high and give no indication of declining. And then there are taxes, which will be a large item in the operating budget of any redevelopment project that is built. Can new dwelling units be provided for San Francisco families at rents within their means despite this combination of high land costs, high construction costs, and taxes? Or must new legal and financial tools be forged before it is possible to replace blocks of obsolete buildings with new, moderate rent units?

Certain assumptions as to costs have been made in preparing financial analyses which illustrate the problems of community redevelopment and suggest ways of meeting the problems. During the course of this study construction costs have risen together with other costs, notably the cost of living. Since prophecy as to the limits to which inflation might push costs is not to be trusted, it has seemed best to assume that even though costs might rise somewhat higher than at present, later they might return to about the current level. In any event, it has been assumed that redevelopment in San Francisco might be undertaken at costs approximating those of today, rather than at higher levels. All cost figures used in the estimates presented in this section are for 1947.

Land Costs

In the Jefferson Square Neighborhood of the Western Addition District the assessed valuation of land and buildings together varies from about $0.87 per square foot (excluding tax exempt buildings and those that would remain) to about $1.45 per square foot. Opinions of experts differ as to whether an urban redevelopment agency could acquire land in this area at from two and a half to three times, or even four times, its assessed valuation. Because there is no method of determining exactly how much the purchase price for properties would be, it has been assumed that in the present market most of the properties in that part of the project area for which calculations have been made could be assembled at a cost approximately three times their 1946-47 assessed valuation.

Demolition and Site Clearance Costs

According to a leading San Francisco wrecking company, the cost of tearing down a typical Western Addition block containing approximately 25 two and three-story frame structures would vary from $5500 to $6000. Ordinarily the demolition cost for an individual house would be from $250 to $300, but a large-scale operation would reduce the cost per structure.

The demand for salvaged materials has dropped slightly since the end of the war, but prices for second-hand equipment can be expected to remain at about present levels as long as there is an acute housing shortage and unprecedented demands upon the building industry.

The chief estimator for the wrecking company above mentioned explained that the Victorian houses which line many blocks in the Western Addition have little salvage value. These places, he pointed out, are neither old enough to have historic interest nor new enough to contain stock materials such as doors, windows, woodwork, and plumbing fixtures.

The most desired materials obtained in the demolition of a structure are rough lumber of standard sizes, siding, flooring, finished woodwork (such as cabinets, doors and mantles) and bricks. Oddly enough, the "favorite" demolition jobs to be had in San Francisco are called "Romeo" flats which were built immediately following the earthquake.

Removal of the buildings on a site does not leave the land in a condition in which it can be used. Old foundations, pipes and other obstructions must be removed before a landscape contractor can begin operations. Again it is difficult to estimate how much this secondary type of clearance would cost, but an assumption has been made that building demolition plus site clean-up operations would cost $10,000 a block.

Construction Costs

After polling leading architects and getting construction cost estimates that ranged from $9.00 to $22.00 per square foot, it was assumed that an all inclusive cost of $12.00 per square foot could be achieved on a project of the magnitude of the one considered in this report. Many architects expressed the opinion that $12. per square foot is a reasonable figure for reinforced concrete construction. Others frankly doubted that a project could be built at this figure. Steel frame construction was not considered

because of its higher cost. The San Francisco building code authorizes reinforced concrete structures up to a height of 135 feet, or 10 stories; hence, this height was determined upon as permitting maximum economy of construction with the type of material selected.

For purposes of this study it was not deemed necessary to make detailed estimates of building costs.

With a construction cost of $12 per square foot, the per room cost in the project presented herein would be $3,527, exclusive of land and site development costs.

Operating Costs

Standards of maintenance and quality of management have a great deal to do with determining whether operating costs are high or low. San Francisco apartment house managers and real estate men who were asked to give their estimates on apartment buildings of the type suggested for the Jefferson Square Neighborhood differed greatly in their estimates for particular items. Likewise operating budgets published by management experts vary widely from some appearing in analyses of proposed housing projects. The figures used in this study are believed to be reasonable from an overall standpoint, though experts might disagree regarding individual items.

In addition to the usual costs that must be listed in the budget of any apartment house, an urban redevelopment project with a land coverage of only 20 to 25 per cent and several acres of grounds must take into consideration the cost of lighting interior walks and parking areas, the cost of maintaining lawn and shrub areas, paying gardeners, and servicing private recreation areas used by children and adults.

City taxes have been included among the items in the operating budget. For purposes of arriving at a per room per annum tax figure, it has been assumed that taxes on a redevelopment project would bear a reasonable relation to taxes on existing older buildings charging similar rentals. At the present time inflation has thrown assessed valuations into confusion, so that it is difficult to tell what assessment policies might be applied to redevelopment projects. In view of the public purpose of the redevelopment program and of the governmental financial aids that probably will have to be made available, it would appear to be contrary to the

public interest to use rule-of-thumb procedures in determining the assessed valuation of projects that replace blighted areas. Certainly, the whole subject of assessed valuations on redevelopment projects needs considerable study. One of the first duties of a redevelopment agency might well be to bring together officials and interested private groups for discussion of the factors that would determine the assessed valuation of redevelopment projects.

In the financial analyses presented herein, taxes have been computed at the present rate of $5.62 per $100 assessed valuation, on the assumption that this rate would prevail in the future.

The per room per annum operating and maintenance cost used is $113.75, including taxes at $50.00.

Estimated Total Cost

The development suggested for proposed Project Area Number One would cost approximately $53,000,000 on the basis of present-day costs. This estimate is predicated on the assumption that the land in the area would be sold to private groups at 90 per cent of the acquisition cost, as permitted under the Community Redevelopment Act. Cost breakdowns are as follows:

9-Block Area bounded by Geary, Franklin, Eddy, and Laguna Sts.

12 apartment buildings, including garages	$15,935,375
Landscape construction	246,837
Land	2,371,591
Demolition and site clean-up	80,000
	$18,633,803

27 Blocks in balance of project area

26 buildings, including 21 apartment buildings and garages, 3 hotels for single persons, one shopping center, and one small market	$25,704,310
Landscape construction	782,830
Land	7,622,830
Demolition and site clean-up	220,000
	$34,329,970

Total Project $52,963,773

Financial Analysis 1: 10 Per Cent Write-Off on Cost of Land

The Community Redevelopment Act provides that the Board of Supervisors may establish a community redevelopment revolving fund. This may be financed by a general obligation bond issue voted by the people and the money may be used to acquire, clear, or prepare sites for redevelopment. No other means of creating the fund is provided. Under the Act, a redevelopment agency may sell the land purchased with money from the revolving fund at 10 per cent less than it cost to acquire. If any property bought from the fund is to be sold at less than 90 per cent of the price paid for it, the community first must approve by a majority vote.

This analysis assumes a 10 per cent write-off on the cost of land - the minimum that probably would be granted as a local aid to redevelopment.*

Other assumptions:

(1) Direct investment by an insurance company on the basis of 5 per cent covering interest, and amortization over a period of 40 years.

(2) 5 per cent vacancy allowance.

Land and Construction Cost Estimate

Construction, including architects' and engineers' fees and carrying charges	$14,604,000.00
Landscape construction	246,837.00
Land at 90 per cent of cost	2,371,591.00
Demolition and site clean-up	80,000.00
	$17,302,428.00

Annual Rental Requirements

Operating costs, including taxes	$ 470,925.00
Interest and amortization (5%, 40 years)	1,008,353.67
Vacancy allowance	77,856.77
	$ 1,557,135.44
Rent per room per month	$ 31.34

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* Note: This analysis, like those which follow, is for a part rather than the whole of proposed Project Area Number One. This part embraces the blocks bounded by Geary, Franklin, Eddy, and Laguna Sts. It would include 12 new apartment buildings of various sizes, with a total of 4,140 rooms. Garage facilities, which would be availalbe to only one-third of the tenants, have not been included in the estimates.

Financial Analysis 2: 75 per cent Write-Off on Cost of Land

If convinced of the benefits of community redevelopment, voters might authorize far more than a 10 per cent write-off on the cost of the land, so that rents could be brought within reach of more people. The State perhaps could provide some matching funds to enable the city to sell the land at only 25 per cent of its acquisition cost. Or, the Federal government might appropriate money to aid cities. The Taft-Ellender-Wagner Bill, a comprehensive housing measure, provides in Title VIII for a write-off to be accomplished by Federal and local contributions, with the requirement that the local contributions must equal (1) at least one-third of the net project cost (i.e., the difference between the cost of the project area and the new capital or reuse value of the land comprising the project area), and (2) at least one-half the Federal contribution. If the Federal Government contributed $1,317,551, or 50 per cent of the cost of the land, and the local government $658,775.50 or 25 per cent, the land could be sold at one-fourth the price paid for it by the redevelopment agency, or for $658,775.50.

How would this affect rents? The financial analysis reveals that even with as much as a 75 per cent write-off rents would be only $2.11 lower than with a 10 per cent write-off.

Land and Construction Cost Estimate

Construction, including architects' and engineers' fees and carrying charges	$14,604,000.00
Landscape construction	246,837.00
Land at 25 per cent of cost	658,775.50
Demolition and site clean-up	80,000.00
	$15,589,612.50
Operating costs, including taxes	470,925.00
Interest and amortization (5%, 40 years)	908,533.90
Vacancy Allowance	72,603.10
	$ 1,452,062.00
Rent per room per month	$ 29.23

Financial Analysis 3: Tax "Freezing"

The urban redevelopment law of New York State permits cities to enter into agreements with private enterprise whereby taxes on a new development are fixed for 25 years at the amount received by the city prior to demolition and redevelop-

ment. In other words, the city aids the new project by foregoing any increase in taxes that it ordinarily would expect from replacement of old, rundown structures by a fine new group of buildings. This enables the new project to keep down operating costs, in which taxes usually loom large, and to charge lower rents.

The California Community Redevelopment Act does not authorize this kind of aid to redevelopment projects. An amendment to the State Constitution would be required to grant partial tax exemption to such projects. But since many persons believe that a tax "freezing" amendment may be necessary to further redevelopment, it is interesting to note how this type of financial aid would affect rents.

Land and Construction Costs

10 per cent write-off, as in first part of Analysis 1	$17,302,428.00

Annual Rental Requirements

Operating costs, including taxes as at present	313,289.23
Interest and amortization (5%, 40 years)	$ 1,008,353.67
Vacancy Allowance	69,560.15
	$ 1,391,203.05
Rent per room per month	$ 28.00

If tax "freezing" were combined with a 75 per cent write-off on the cost of the land and the same 5 per cent income over a 40-year period were assumed, the annual rental requirements would be:

Operating costs, including taxes as at present	$ 313,289.23
Interest and amortization (5%, 40 years)	908,533.90
Vacancy allowance	64,306.48
	$1,286,129.61
Rent per room per month	$ 25.88

Very extensive and effective public education would be required to win approval for a State Constitutional amendment permitting partial tax exemption on redevelopment projects of this nature. However, since more difficult propositions have been submitted to the voters and have been passed, the proponents of redevelopment should not conclude that an effort to amend the Constitution is

foredoomed to failure.

The Market for Redevelopment Housing

The financial analyses presented in this section indicate that the per room per month rental in redevelopment projects in San Francisco will be between $25 and $30. What is the market for housing at this rental? How many couples can afford two-room units at, say, $55 a month? How many would be willing to pay $75 for a one-bedroom unit? How many families of four can pay $100 a month for a two-bedroom unit? What would happen to a redevelopment project charging such rentals if there were a recession, or a depression?

These questions can be answered by asking another: What would be the distribution of families by income groups in the San Francisco-Oakland metropolitan district during a period of low business activity?

In the absence of specific income data for the metropolitan district, it is possible to develop, for a period of low economic activity, a theoretical distribution of families in the various income brackets, basing the distribution on a study of Bay Area and California per capita income in relation to national per capita income. In 1946 national personal income was $169,000,000,000 (State series). In 1940 it was $73,000,000,000. An assumed national personal income of $120,000,000,000, it is believed, would be a reasonable depression minimum, barring drastic financial collapse. If average per capita income and average family income in the United States, California, the Bay Area (9 counties), and San Francisco followed a pattern similar to that shown in 1946 estimates, the depression pattern would be:

	1946 (U.S. $169 billion)		195X (U.S. $120 billion)		
	Per Capita	Family	Per Capita	Family	Average Family Size
United States	$1,200	$4,200	$ 830	$2,905	3.5
California	$1,531	$4,833	$1,000	$3,150	3.15
Bay Area	$1,700	$5,270	$1,110	$3,441	3.10
San Francisco	$1,900	$5,700	$1,200	$3,600	3.00

A few years hence (195X) the population of the San Francisco-Oakland metropolitan district, it may be assumed, will be 2,100,000, including institutional population and quasi households. Excluding 88,000 persons assumed to be in quasi households, and also assuming an average household size of 2.93 persons, there would then be 686,000 private households or families in the district.

If average family income in the metropolitan district were approximately $3,500, total family income in the district would be roughly $2,400,000,000. This would be 2 per cent of the assumed minimum national personal income of $120,000,000,000. (In 1940 nine San Francisco Bay Counties received 2.15 per cent of the national income and by 1946 the nine Bay counties' share of the national income had increased to 2.49 per cent). The assumption that family income in the Bay Area will not drop below an average of $3,500 seems reasonably justified. It is further assumed that the family income in the metropolitan district would be distributed among families in various income brackets about as follows:

Under $1,000	12 per cent	82,320
$1,000-$1,999	18 " "	123,480
$2,000-$2,999	27 " "	185,220
$3,000-$3,999	20 " "	137,200
$4,000-$4,999	10 " "	68,600
$5,000-$7,500	8 " "	54,880
$7,500 and over	5 " "	34,300

The distribution of family income assumed here is similar to that reported by the Federal Reserve Bank for the average income distribution of metropolitan districts throughout the Nation in 1946. Computation of the above data will show that the total family income indicated by this distribution is approximately $2,400,000,000, the same as estimated for the San Francisco-Oakland metropolitan district with a national income of $120,000,000,000.

This theoretical analysis* shows a reasonable

*This theoretical method of estimating family incomes was suggested by V. B. Stanbery, Western Representative, Area Development, U. S. Department of Commerce.

minimum number of families in the lower and middle income brackets in the San Francisco-Oakland metropolitan district at a period of relatively low national business activity and national income. At present high levels of national income and employment there would probably be far fewer families in the lower income brackets than shown in this analysis.

An estimate of the distribution by income groups throughout the metropolitan district is important because it can be assumed that a redevelopment project in San Francisco would attract tenants from the entire district rather than from just the city.

If it is assumed conservatively, that families in the $3000-$3999 income bracket can afford to spend 17 per cent of income for rent, or about $50 a month, then there are theoretically some 137,000 families in this metropolitan district from whom a redevelopment project might attract tenants for units renting at about $50 or $55. Many of these families now own their own homes, of course, or are content with their rented houses. But the figures indicate that there would be a large market for two-room units at about $50 even in a period of recession. It is clear that the families being considered here are families now living throughout the metropolitan area. The City Planning Commission is fully aware of the fact that only 15% to 20% of the families now living in the Sample Survey Area within the Western Addition could afford to rent units providing adequate space at a cost of $25 per room.

The $4000-$4999 income group might spend $60 to $75 a month for rent. This group would be only half as large as the next lower income group during a time of economic stress, but would furnish sufficient tenants for a good-sized redevelopment project, it is believed.

For units renting at $100 or $125 the redevelopment project would draw upon families with income of $5000 or more. In these higher brackets home ownership is popular, but a goodly number of the estimated 89,000 or more families with incomes of $5000 and over would be attracted to a redevelopment project.

Project Area Number One doubtless could be kept filled even during a recession at the rents mentioned in this section, but would there be sufficient tenants for a second project area? Would the first one "skim the cream off the

market" and make more difficult the rebuilding of other areas?

If general living costs remain well above previous levels, though perhaps lower than today, the rents indicated here will seem more and more "normal." New units coming on the market today are let at room rentals per month similar to those mentioned in the financial analyses. Perhaps the lower middle income group will find it difficult to meet these rentals, but those with incomes of $3500 or more constitute a good market, and this group currently is far larger than the table indicates. A first redevelopment project, even if it did reach chiefly the families with good incomes, would not exhaust the market. Probably two or three more projects with similar rentals could be built, but the effort in each succeeding project, of course, should be to get rents lower and to widen the potential market for redevelopment housing. Success of one project would go far toward persuading legislative representatives of the value of extending further aids to urban redevelopment.

VI. IMPLEMENTING THE PLANS

The Summary of Recommendations at the beginning of this report sets forth a program for immediate action to further redevelopment of San Francisco's blighted areas. These major recommendations made by the City Planning Commission to the Board of Supervisors are discussed in detail here, and in addition other recommendations are presented.

Recommendation:

The Board of Supervisors Should Designate the Western Addition a Redevelopment Area After Formal Public Hearings.

The study presented in this report was made at the request of the Board of Supervisors. Upon the members of the Board rests the major responsibility for continuing action to bring about urban redevelopment in San Francisco. Under the Community Redevelopment Act the first formal step required of a local legislative body is to designate one or more areas within the community as a redevelopment area or areas. This must be done by ordinance, adopted by a two-thirds vote of the Board, after one or more public hearings have been held to give residents of the proposed redevelopment area an opportunity to express their views. As a sequel to its resolution of intention to declare the Western Addition a redevelopment area, adopted at the time this study was requested, the Board should at the earliest possible date schedule public hearings on an ordinance designating the district as the first redevelopment area. Enactment of an ordinance would signify to all that the city is in earnest about eradicating its blighted areas.

If there are unreasonably large costs involved in designating the entire Western Addition District a redevelopment area, or should there be other reasons against doing so at this time, it is recommended that the Jefferson Square Neighborhood, Project Area Number One, (see Plate 5), be officially designated a redevelopment area.

The City Planning Commission prefers to have the entire Western Addition, as defined in this report, designated as the redevelopment area because such a designation would constitute notice that the city is committed to a policy of redeveloping the District, project by project, during a span of years until blight has been completely eliminated. However, if the Board of Supervisors accepts the City Planning Commission's designation of the entire District as a

redevelopment area in the Master Plan of San Francisco, the Commission would be willing to recommend the Jefferson Square Neighborhood as a redevelopment area, in order to avoid delay and expense in moving toward the goal of redevelopment.

Recommendation:

The Board of Supervisors Should Delay Adoption of the Tentative Project Area Plan Until Private Groups Have Expressed Serious Interest In Rebuilding.

The Community Redevelopment Act permits the local legislative body to consolidate a hearing on a tentative plan for a project area with the required hearing on the designation of a redevelopment area. Until such time as some private group indicates its willingness and ability to undertake rebuilding of a project area within the larger redevelopment area, the Board would do well to hold in abeyance the formal adoption of the tentative detailed site plan presented herein. The plan suggests redevelopment of an area including 36 blocks, but proposes that if there is no company or group desirous of undertaking so large a project, smaller project areas may be designated within the 36-block area. To obviate the possible necessity of scheduling further hearings and establishing two or more small project areas instead of the 36-block area shown on the tentative detailed site plan, it is recommended that the board delay action on the project area plan pending an expression of serious interest by a private group. Further, if the Board were to act on this matter now, it would be required to review all building permit applications in the proposed project area. This should not be done until there is reasonable assurance that the proposed project is actually going to be built.

Recommendation:

The Board of Supervisors Should Establish and Provide Funds for a San Francisco Redevelopment Agency, Which Agency Should Seek to Interest Private Groups in Submitting an Economically Feasible Plan for the "Project Area" defined in This Report.

San Francisco should be prepared to assemble and clear land for redevelopment as soon as the opportunity presents

itself. There is a possibility that the Congress during the coming year will appropriate funds to assist cities in rebuilding blighted areas. Cities which have established redevelopment agencies and have plans ready to go would probably be given prior consideration by the agency authorized to administer the Federal program. If Federal funds were limited, it would be to San Francisco's advantage to be in a position to make early application for financial aid.

Activation of a redevelopment agency in San Francisco no doubt would stimulate establishment of agencies in other California cities and would heighten the possibility that the State Legislature would also make available funds to assist cities in eradicating slums and blighted areas. Further, the appointment of the agency would promote additional interest in redevelopment and be of educational benefit to the entire movement to eliminate blight.

After the great fire of 1906 San Francisco demonstrated remarkable resourcefulness in staging a comeback. Within a decade it had rebuilt on the ashes of earlier structures, had opened an international exposition, and had forged ahead as a leading city in the West. Tremendous civic pride enabled it to do all these things. With an energetic redevelopment agency to develop plans, kindle interest in rebuilding of specific areas, and explore every possibility for action, San Franciscans of means might be aroused to pool their resources and attempt redevelopment in the same spirit in which they staged two great expositions.

Recommendation:

The Board of Supervisors Should Recognize the Necessity of Having the Congress Establish A National Urban Redevelopment Policy and Appropriate Funds to Aid Cities in Rebuilding Blighted Areas.

This study has made it clear that redevelopment cannot be accomplished without governmental financial aid, whether that aid be provided by local, state, or federal government, or by all three. The Board of Supervisors should recognize the necessity of having the Congress adopt legislation establishing a national urban redevelopment policy and appropriating funds to aid cities in redeveloping their blighted areas.

Recommendation:

The Board of Supervisors Should Recognize the Urgency of Having the State Legislature Create a Permanent State Redevelopment Agency Adequately Supplied With Funds to Assist Cities in Redeveloping Blighted Areas.

The Board also should recognize the urgency of having the State Legislature amend the Community Redevelopment Act to establish a permanent State Redevelopment Agency adequately supplied with funds to assist cities in rebuilding blighted areas. At its 1947 session the Legislature amended the Act to create a limited tenure State Redevelopment Agency to carry on research in problems of urban redevelopment and to assist cities with technical studies. While this was a constructive follow-up to the passage of the Community Redevelopment Act itself, it will not be sufficient to get urban redevelopment started in California cities. Any Federal legislation passed undoubtedly will require cities to provide a fourth, a third, or even one-half as much money as the Federal Government allocates for land assembly. Since most cities would have difficulty in meeting their share of the financing without some assistance, the State should be in a position to supply some funds to cities to enable them to meet Federal requirements. If no Federal funds for redevelopment are appropriated, the State at least should help cities undertake demonstration projects.

Recommendation:

The Board of Supervisors Should Request the Mayor to Appoint an Interim Citizens' Committee on Redevelopment for the Purpose of Gaining Public Support for the Program Presented in This Report Prior to the Time the New San Francisco Redevelopment Agency is Established.

The Community Redevelopment Act provides that if properties acquired in whole or in part from a revolving fund created by sale of general obligation bonds of a city are to be resold to private enterprise for less than 90 per cent of the acquisition cost, a majority of voters must approve the proposition. Since it is highly doubtful that most citizens are now well enough informed on the problems to be overcome before urban redevelopment can become a reality, the Board should set in motion, through the Mayor, the City Planning Commission, and other departments that have generously co-

operated in this study, a program of public information on present conditions in blighted areas, obstacles to rebuilding, possibilities for creation of a better city through redevelopment, and the overall policies herein set forth which are necessary to guide regeneration of deteriorated areas. Such a program, informing citizens on one of the crucial problems of the community would give San Franciscans the factual knowledge essential to an intelligent vote on any write-off proposition or bond issue that might appear on the ballot.

During the course of the study presented in this report the City Planning Commission has been assisted by an informal advisory technical committee of citizens, chosen for their respective professional and technical abilities. The Board of Supervisors, if desirous of setting up the information program suggested above, could request the Mayor to expand this advisory committee and reorganize it as a special civic group, responsible for disseminating information on urban redevelopment legislation plans, and actions taken by the Board with regard to urban redevelopment.

In selecting appointees to such a committee, representation should be sought from all groups that have shown a constructive interest in urban redevelopment. Insofar as possible the Interim Committee should endeavor to work through existing groups who favor redevelopment, in order to coordinate effort and avoid duplication.

Recommendation:

The City Planning Commission Should Be Supported In Its Effort To Take the Lead In Organizing a Joint Study of Metropolitan Population Distribution Problems as They Relate to Redevelopment.

Inasmuch as this pilot study has shown the need for the development of additional factual information and for the formulation of major policies that affect urban redevelopment, the City Planning Commission should make further studies contemplating the rebuilding of other blighted areas in the city. The metropolitan area is growing rapidly without any overall policy as to distribution of population. San Francisco, as the largest city in the metropolitan complex, cannot carry out the best type of development program without more knowledge on the

kind of population for which it will have to provide facilities. Agencies of the Federal Government, the State, and private organizations would be willing to cooperate in helping cities and counties in the Bay Region reach better understanding of a desirable distribution of population in the region. Realizing the importance of the problem, the City Planning Commission intends, as soon as its program permits, to take the lead in calling a conference on metropolitan population distribution problems.

Recommendation:

> The City Planning Commission Should Be Requested, at the Appropriate Time, To Study the Possibilities of Redeveloping Blighted Areas That Would be Suitable for Industry.

This pilot study has dealt with an area best suited for residential use. But there are some blighted areas in San Francisco that should be planned for industry. Until redevelopment studies of these areas have been completed, it may not be possible to say how useful the Community Redevelopment Act will be as an instrument for reconstructing decayed industrial districts, or rundown residential areas that would be more suitable for industry. No city in California has yet undertaken studies showing how a blighted area could be rebuilt under the Act as an efficient industrial section.

Recommendation:

> The City Planning Commission, the San Francisco Housing Commission, and Other Public and Private Organizations Should Be Requested To Cooperate in Developing a City-Wide Housing Program Embracing Both Public and Private Housing.

Need for a city-wide housing program embracing both public housing for low-income groups and privately constructed rental housing for middle-income groups has been shown by this first redevelopment study. As soon as possible, the broad outlines of this program should be drawn by the City Planning Commission, in cooperation with the San Francisco Housing Commission and other public and private groups. As the City Planning Commission develops its special studies of various proposed community areas

and designates the best use of land in these community areas, it will be possible to determine how public housing and private enterprise housing can both contribute to the rebuilding of the blighted areas.

Recommendation:

The City's Low-Rent Housing Program Should be given Every Possible Assistance to Expand So As To Make Possible Relocation of Low-Income Families from Blighted Areas.

The Community Redevelopment Act itself points up the need for public low-rent housing. The Act provides that the local legislative body shall not approve any redevelopment plan "except upon the finding that adequate permanent housing facilities are or will be made available in the community for displaced families at rents comparable to those obtaining at the time of their displacement." The Act further states that the legislative body shall be satisfied that this permanent housing shall be made available within three years, and that pending the development of permanent housing facilities, adequate temporary housing will be available at rents comparable to those being paid by displaced families at the time of their moving.

Today the Board of Supervisors could not make a determination that temporary housing is available or that suitable permanent housing within the means of displaced families would be available within three years. Expansion of the public, low-rent, housing program in the near future, however, would offer some hope for urban redevelopment, in that many of the low-income families who would be displaced from the recommended project area to make way for rebuilding would qualify for public housing. Those with higher incomes might be able, with assistance of a placement agency, to find new quarters. If the low-income families in the area were accorded preferential consideration when applying for dwellings in new projects of the San Francisco Housing Commission, one of the greatest obstacles to urban redevelopment would be removed, for it is these families who would have the most difficulty in relocating.

Recommendation:

The San Francisco Housing Commission Should Be Requested to Give Special Consideration to Applications of Displaced Families.

If construction cost limitations on low-rent public

housing projects should be raised by act of Congress and the San Francisco Housing Commission should be able to build several projects already planned, the Housing Commission should give special consideration to applications of families who might be displaced by rebuilding of a project area in the Western Addition District.

In this connection the presence in the Western Addition District of a high proportion of negro and foreign-born families presents a special problem. As was pointed out earlier, about 26% of the population in this District consists of Negroes, and another 9% Japanese, Chinese and other foreign nationalities. In view of the characteristically low incomes of colored and foreign-born families, only a relatively small porportion of them may be expected to be in a position to occupy quarters in the new development, and conversely the proportion of displaced families will be more substantial than among the white families.

This situation implies, that in addition to the general problem of taking care of displaced households, the Housing Commission should give special attention in planning its future projects to the rehousing of these colored and foreign nationality households.

Recommendation:

The Redevelopment Agency or Private Developer Should be Required to Set Up a Relocation Office to Assist Displaced Families.

The redevelopment agency or the private group undertaking a project should be required to set up a relocation office to assist displaced families in finding new homes.

Recommendation:

The City Planning Commission Should Be Requested to Advise Owners of Displaced Enterprises Regarding Other Areas in Which They Might Successfully Relocate.

Displaced commercial enterprises constitute as vexing a problem as families who will be forced to move. The character of many businesses in the Western Addition, as in other blighted areas, is such that they could not readily locate elsewhere. Operating on a shoe-string,

they are special products of the deteriorated areas and exist because of it. In other blighted areas they would find the field already filled, hostile to further competition. What becomes of the marginal business that is eliminated by redevelopment? With the creation of new neighborhoods providing space for only as many establishments as can serve the population effectively, small inefficient businesses disappear unless the owners have the good fortune to find locations in some other district suitable for small time operations.

The Board of Supervisors should make known the willingness of the City Planning Commission and other departments to advise owners of displaced enterprises regarding long-range plans for other districts and to point out areas in which businesses might relocate with reasonable prospect of continued successful operation.

Recommendation:

.. The Board of Supervisors Should Recognize the Need for Action by the Congress to Authorize Yield Insurance to Encourage Private Enterprise to Undertake Redevelopment Projects.

Very large amounts of private investment are required for financing urban redevelopment - most of it for rental housing. Until quite recently most investors were hesitant to finance rental housing at present day inflated construction costs in fear of losses which might be caused if building costs fall in the next few years. As a result there was a serious lag in the construction of badly needed rental housing. To overcome this difficulty the FHA was authorized earlier this year to extend to rental housing projects the provisions of Title VI, Section 608, allowing mortgage insurance up to 90% of the entire cost of the projects. Almost 200 million dollars worth of rental housing providing quarters for about 26,000 families was launched in the first nine months of this year under these liberal financial provisions. Estimated costs of two of the projects now being built exceed $27,000,000.

While apparently effective, it is doubtful whether insurance against loss of capital would suffice to attract insurance companies and other institutional investors, which are the most likely sources of funds for redevelopment. These investors are principally interested in assured reasonable returns or yield on long-term investments. The

yield insurance for rental housing projects provided for in the proposed Taft-Ellender-Wagner Bill is intended to attract investment capital of this kind. It would provide insurance against shrinkage of income below a fixed minimum instead of insurance against loss of capital only.

Yield insurance, as proposed in the Taft-Ellender-Wagner Bill, provides for insurance by the Federal Housing Administration of a minimum annual amortization charge of 2 per cent of the original capital investment, and of an annual return of 2-3/4 per cent of the outstanding investment, in rental housing projects for families of moderate income. The insurance contract would terminate when the project is amortized down to 16 per cent of the original capital investment, thus leaving the investor with a substantial interest in efficient management. While the insured annual yield is only 2-3/4 per cent of the outstanding investment, the minimum annual return to the investor on which the rent schedule would be based is 3-1/4 per cent. As a further incentive to efficient management, however, the investor would be permitted to earn up to 4 per cent with 50 per cent of earnings about 3-1/4 per cent applied to accelerating amortization. All earnings above 4 per cent would be applied to accelerating the amortization.

As a safeguard to the Government and as an additional incentive to good management, the plan does not provide protection to the investor against the risk that rental income may fail to cover operating expenses. Also, to limit the payment of claims by the insuring agency if and when the Government has paid out claims totaling 15 per cent of the original capital investment, it has the right to acquire the project upon payment in debentures of an amount equal to 90 per cent of the outstanding investment as of that time. Correspondingly, if and when the investor has sustained operating losses -- failure of gross income to cover operating expenses -- to the extent of 5 per cent of the original capital investment, he has the right to convey the property to the insuring agency and to receive debentures on the 90 per cent basis indicated above. An insurance premium is established at not exceeding 1/2 of 1 per cent of the outstanding investment.

The plan provides for a $10,000,000 insurance fund to be allocated by the government and for a $1,000,000,000 insurance authorization.

In recognizing the need for the Congress to enact legislation providing financial aid for urban redevelopment projects, the Board of Supervisors should note especially the need for yield insurance, whether this insurance be provided under the Taft-Ellender-Wagner Bill or under some other bill.

Recommendation:

> The Redevelopment Agency Should Be Instructed to Seek Cooperation of the District Attorney, Police Department, Health Department, and the Division of Building Inspection of the Department of Public Works in Preparation of Condemnation Suits, so as to Avoid Undue Judgments for Properties Maintained in Violation of Building or Housing Regulations or Used for Illegal Business.

One of the obstacles to urban redevelopment is the high prices that must be paid for obsolete and often substandard "improvements." When the redevelopment agency is activated and proceeds under the power of eminent domain to acquire properties in blighted areas, it should make every effort to prevent owners of structures which violate health and safety codes from capitalizing their wrongs in determining the value of their property. Likewise, when it can be demonstrated that a building is being used to carry on an illegal business, the redevelopment agency should use every legal weapon to induce the court to reduce valuation. The agency should seek the cooperation of the District Attorney, the Police Department, the Health Department, and the Building Department in the preparation of its cases.

At the present time cities throughout the United States are being lenient in the enforcement of housing regulations and are confronting few property owners with the choice of complying with health and safety measures or having their properties condemned. Officials take the attitude that in these days of housing shortage poor shelter is better than none at all and that they must condone a good many violations of the law. As building operations overcome the shortage, however, there will be less and less excuse for permitting landlords to operate rental properties in violation of applicable laws.

Dwellings unfit for human habitation and those falling far below minimum acceptable standards of health or safety should be condemned and demolished. Certainly there will be little reason for the courts to make substantial awards to owners of such properties.

Fortunately, there are already numerous legal decisions that can be used to bring down the costs paid to owners of illegally maintained property. Attorneys for the redevelopment agency should review all these decisions and make good use of them.

Recommendation:

> One of the First Undertakings of the Interim Citizens' Committee on Redevelopment Should be to Clarify for the Public the Difference Between a Subsidy and the Cost of Getting Rid of the City's Blighted Areas.

The tendency of some persons to regard financial aids to urban redevelopment as subsidies to private enterprise or to the tenants who would live in redevelopment projects presents a psychological hurdle that a community rebuilding program must successfully surmount at the very start, since nothing can be accomplished without one or more types of aid. The public mind must be disabused of the view that it is somehow wicked for government to participate financially to any considerable degree in the clearance and rebuilding of blighted areas. Such areas constitute an increasingly serious menace to the welfare of the whole community. For government to assist in demolishing and reconstructing them is as necessary and wise as it is for government to use tax monies to control floods, plagues, fire, and crime. If only private groups and the tenants of redevelopment projects benefitted by redevelopment, the Supreme Courts of other states would not have upheld the constitutionality of laws similar to the California Community Redevelopment Act, but the Courts have agreed that the eradication of blight is a public purpose and that all society gains when deteriorated areas are replanned and rebuilt. It is, therefore, logical as well as essential for various branches of government to employ their financial resources to reconstruct decayed areas.

No one can fix the blame for the existence of blight. Individual owners of old properties may be guilty of letting them become unsanitary and unsafe, but who is responsible for the fact that a whole district is inimical to

the community welfare. No one could foresee that a rectangular street pattern laid out in the horse-and-buggy days would be a dangerous and blighting influence in the automobile age. In earlier decades so little was known about the growth and development of cities that few persons raised their voices against indiscriminate mixture of residential, commercial, and industrial uses, one of the chief characteristics of blighted areas. Until comparatively recent times the public little understood the value of adequate recreation space, seldom spoke out against overcrowding of the land. The only important consideration now is: whatever the cost to society, the blighted areas must be rebuilt. In the long run, it will be cheaper for San Francisco to tap its treasury to aid redevelopment than to go on year after year collecting about half as much in taxes as it spends to provide public services in the Western Addition District.

The proposed Interim Citizens' Committee on Redevelopment should make a special initial effort to assist the public in distinguishing between a subsidy and an inescapable expenditure to rid th city of its blight areas.

Though the obstacles to the redevelopment of San Francisco's blighted areas are many and formidable, the increasing seriousness of conditions in these areas permits no delay in initiating action to restore them to well being. If high costs and the housing shortage combine to prevent immediate clearance of decayed blocks, action can be taken on the legislative front. Further planning and financial studies can be made. Legal studies can be undertaken. A public information program can be stressed. Step by step the necessary preparation for full-scale attack on the problem of blight can go forward.

When the opportunity for actual rebuilding does present itself, San Francisco can be ready to act. Under no circumstances must the public get the impression that another dream has died a-borning because no building operations are in progress. There is too much spade work still to be done to allow hope to fade. The campaign against blight is under way and must continue with every resource at the command of officials and citizens alike. A new and better San Francisco is the goal. When there is no doubting that the goal is worth the struggle, there can be no relaxation of effort to attain it.

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